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FIRST ANNUAL REPORT

OF THE

UNITED STATES CIVIL SERVICE COMMISSION.

WASHINGTON:
GOVERNMENT PRINTING OFFICE.
JANUARY, 1884.

10609

To the Senate and House of Representatives :

In compliance with the act of Congress approved January 16, 1883, entitled "An act to regulate and improve the civil service of the United States," the Civil Service Commission has made to the President its first annual report.

That report is herewith transmitted, together with communications from the heads of the several Executive Departments of the Government, respecting the practical working of the law under which the Commission has been acting.

Upon the good results which that law has already accomplished I congratulate Congress and the people, and I avow my conviction that it will henceforth prove to be of still more signal benefit to the public service.

I heartily commend the zeal and fidelity of the Commissioners and their suggestions for further legislation, and I advise the making of such an appropriation as shall be adequate for their needs.

CHESTER A. ARTHUR.

EXECUTIVE MANSION,
February 29, 1884.

United States Civil Service Commission,

Washington, D. C., February 7, 1884.

SIR:

We have the honor to submit herewith the first annual report of the United States Civil Service Commission, for the year ending January 16, 1884.

**DORMAN B. EATON,
JOHN M. GREGORY,
LEROY D. THOMAN,**
Commissioners.

The PRESIDENT.

CONTENTS.

	Page.
Rule as to coercion, &c.....	8
Political assessments.....	9
The first provisions for examinations.....	12
Abuses to be arrested.....	13
Pass examinations.....	12
Experience of competitive examinations and their character.....	13, 14, 15
The classified service.....	15, 16
The examiners.....	17
Soldiers and sailors.....	20
Applications for examination.....	19
Who may compete.....	20
Subjects of examination.....	20
Special and technical examinations.....	21
Questions and examinations.....	22
Marking and grading.....	22
The apportionment.....	23
Residence.....	24
Certifying for appointment.....	24
Women in the service.....	25
Removals.....	26
Promotions and other exceptions to the rules.....	27
Probation.....	24
The Commission no patronage.....	30
Executive patronage diminished.....	30
The common schools and an office-holding class.....	30
Practical effects in customs and post-offices.....	31
Practical effects in the Departments.....	37
Independence of legislative and executive departments.....	38
Suggestions of reform measures.....	38
The civil service law and rules. Appendix No. 1 and 2.....	41 to 51
The civil service regulations. Appendix 3.....	51
Commissioners, officers, and examiners. Appendix 4.....	57
Examples of questions used. Appendix 5.....	60
Tables of those examined. Appendix No. 6.....	63
Tables of Department officers. Appendix No. 7.....	66
Bribery law of New York. Appendix No. 8.....	67
Reports from Executive Departments. Appendix 9.....	68

FIRST ANNUAL REPORT
OF
THE UNITED STATES CIVIL SERVICE COMMISSION.

The first report from a new branch of the executive service, the purpose and methods of which are by many misunderstood, should present all the facts and explanations needed for a correct judgment.

In conformity with the requirement of the civil service act, the rules and regulations in force for carrying it into effect are made a part of this report.* They will be more readily understood if we have in mind the leading provisions of the act itself. Its ultimate purpose is plainly declared in its title, which is, "An act to regulate and improve the civil service of the United States." But, subordinate to that end, several results must be attained which, both in the law and in the rules, appear to be the more direct objects of their provisions.

1. Official authority and influence must no longer be used to impair the freedom of elections or to coerce the political action of citizens.

2. Extortion from those in the public service, whether under the form of political assessments or otherwise, for the purpose of paying the expenses of parties or candidates, must come to an end.

* The act was approved January 16, 1883. It took effect from its passage, though one of its provisions allowed vacancies in the service to be filled, according to the old methods, until July 16; after which none could be filled, within the sphere of its first application, except from among those who had been examined under it. It is the six months from July 16 to January 16, the close of the first year, to which all the appointments herein mentioned refer. The three commissioners nominated by the President, Dorman B. Eaton, of New York, John M. Gregory, of Illinois, and Leroy D. Thoman, of Ohio, were confirmed by the Senate March 1. On the 9th of that month they took the oath of office, and on the same day the first meeting of the Commission was held at Wormley's Hotel, Washington, D. C. Mr. Thoman acted as secretary until June 11, when W. S. Roulhac entered upon his duties as secretary.

Pursuant to a request from the President, the Commission entered at once upon the consideration of the subject of rules, which, after very slight modifications, were approved and promulgated by the President on the 7th day of May. Mr. Charles Lyman entered upon his duties as chief examiner May 12. During that month and the next, the members of the Commission more than once visited every office, except those in California, to which the rules were applicable; first for the purpose of selecting examiners, and next for the supervision of the first examinations. It was essential to have persons examined, marked, graded, and ready for filling all vacancies after July 16. There was no failure or delay in that regard.

3. Selections for the executive service on the basis of official favor and partisan influence must be suppressed by requiring examinations and other adequate tests of character and capacity as the conditions of entering this service.

4. The true responsibility and independence of the legislative and executive departments under the Constitution must be restored and preserved.

I.

The civil service act (section 2, clause 2, sub. 6), referring to the public service at large, declares "that no person in said service has any right to use his official authority or influence to coerce the political action of any person or body."

In making the rules, the President exercised not only the authority conferred by that act and by the Revised Statutes (section 1753,) but also that vested in the Executive by the Constitution. This ample authority, exercised in the spirit of the act, enabled the President to give its purpose a more emphatic and comprehensive expression in the language of the first rule.

The second rule, which declares that no person by reason of being in the employment of the people shall be under any obligation to render any political service, and that he will not be removed or otherwise prejudiced for refusing to do so, is in the same spirit, and may be regarded as a complement of the first rule; the first asserting the right of the private citizen to freedom from the coercion of executive officers, and the second asserting the right of such officers to freedom from the coercion of parties and factions.

The enactment by Congress of the provisions quoted is the highest evidence of grave abuses against which such rules are aimed. It is too early to speak with definiteness of the effects of these rules. The influence of old habits and theories affects conduct long after new standards of duty have been accepted. Though under Rule 23 a violation of either rule is made good cause for removal, the utility of such rules must in some degree rest in their power as precepts; for obviously only gross forms of their violation can be easily proved. The first step towards the protection of all rights is the distinct recognition of them and the public acknowledgment of a duty to protect them. That step at least has been taken. In the face of pledges at once formal and public, it will require more audacity to invade, and there will be a readier courage to defend, the freedom which it is the object of the first two rules to guarantee.

No case of the violation of either, in the particulars referred to, has been laid before the Commission. Whether in the period since the Civil Service rules went into effect there has not been a diminished tendency on the part of Federal officers to meddle with the political action of citizens, and a more vigorous and general condemnation of the

practice by the public, are questions to be decided upon a careful observation of the facts, which are as open to all others as to the members of the Commission.

Those parts of the act and of the rules which forbid political assessments, which prohibit discrimination by reason of political or religious opinions in making appointments (Rule 8) and which compel selections for the public service on the basis of merit instead of favor and influence, strongly support the freedom and justice which it is the special object of the first two rules to maintain.

II.

The provisions of the act (sections 11, 12, 13, 14, and 15) against assessments or other forms of extortion for political purposes from the fears of those whose tenure of office is precarious, prohibit officers and employes paid from the national Treasury becoming the collectors or receivers for such purposes of any part of each other's earnings. They forbid the solicitation or reception of assessments in the offices, navy-yards, forts, or arsenals of the nation. They make penal the discharge, promotion, change of compensation, or any form of degradation of any public servant by reason of any payment or non-payment for such purposes. Their aim is to secure to that class of citizens the real liberty to pay or not to pay, without loss of salary or occupation, of which many of them have long been deprived. Statutory provisions so ample made it unnecessary for the President to do more than to declare his accord with their spirit, and to pledge the exercise of his authority for the same ends. This much is done in Rule 2, taken in connection with Rule 23, which makes any violation of these provisions or of the rules "good cause for removal."

The fifteenth section of the act, moreover, makes the violation of any of these provisions punishable by fine or imprisonment. This fact, as well as the very nature of the subject itself, points to the courts as the most appropriate and efficient bodies for dealing with such offenses. They alone can compel the attendance of witnesses, administer oaths, require the production of papers, and decide upon and enforce adequate punishment.

The Commission has, nevertheless, the duty to bring to the notice of the President, or of other proper executive officers, any information it may have calling for a removal. It may investigate charges. It is required to state in its reports the practical effect of the law and the rules in this as well as in other particulars.

No information calling for such removal has as yet come before the Commission. An investigation now being conducted by the Commission tends to show that the twelfth section of the act has been violated by a private citizen from each of two States, in the form of surreptitiously sending or carrying circulars into the Departments at Washington, by which contributions were solicited from those in the public service in aid of

the political funds of those States, and one or more of the employés in those Departments appears to have assisted in the distribution of these circulars, but apparently without knowing their contents or the purpose of their distribution. We are satisfied that but trifling sums have been secured, and this illegal practice appears to have ceased upon public attention being called to it.

That the threat of these punishments has greatly increased the sense of freedom of those in the public service to pay or not to pay political assessments, and that it has consequently greatly diminished the amount paid, seem to be facts generally recognized.

With a view to more definite statements, we have obtained information from as many as possible of those best informed, mainly in those parts of the country where Federal officials are the most numerous and the collection of assessments has heretofore been most enforced. The conclusions we have reached are as follows:

1. That the amounts for corresponding periods collected from the same number of Federal officers and employés since the act went into effect have not been more than from one-half to one fourth as much as formerly, and that while a feeling of complete safety in declining to pay is by no means attained, this diminution in the amount collected would otherwise measure the proportion of the whole amounts before secured which was paid by reason of fears of removal or hopes of promotion.

2. That the requests for contributions since the act went into effect have not employed the language of menace or demanded definite amounts or a percentage of salaries, but they have distinctly recognized the freedom of the public servant by appealing to him, not as a member of a class of annual rent-payers, but respectfully, as if he had the same liberty, rights, and duties as any other citizen.

3. That the practice of former years of opening in the great cities, near the public offices, assessment-collection bureaus, to which partisan tax gatherers summoned the clerks and laborers of the Government, and from which they were pursued to their desks and workshops, has been wholly discontinued.

4. These changes, and the undiminished vigor and enthusiasm of parties at the late elections, have made clearer the truths that an office, however humble, is a public trust and not a favor held on condition of an annual rent; and that a party, whether in power or out of power, may not only maintain a vigorous life but may effectively present its just claims for support, without extorting the expenses from those humble servants of the nation who are least able to defend their rights as freemen.

NOTE.—It may be mentioned as one of the indirect effects of the civil service act that, within a few weeks after its passage, a law was enacted in the State of New York with provisions against political assessments even more stringent than those of the act of Congress, and that they extend not only to the public servants of the State but to those of its counties, municipalities, and towns as well.

III.

The most important and exacting duties of the Commission are connected with the examinations and other tests of character and capacity for which the act provides, and which, subject to the rules, it places in charge of the Commission. The examinations are the direct object of several of the rules.

It is the main purpose of the act to establish a system of examinations for ascertaining the fitness of applicants for doing the public work. The new system is to take the place of that vast machinery of patronage, largely based on official favor and social and political influence, which, though materially curtailed in recent years, had long been the most effective means of entering the executive service. In other words, a merit system of office is substituted for a spoils system. There can be no more emphatic evidence that the old system had become intolerable than the passage of the civil service act, by which members of Congress made a patriotic surrender of so much of their patronage. But if we have in mind a few of the worst consequences of the old system, we shall be able to more readily and fairly estimate the appropriateness and practical effects of the act and rules. They were these:

1. A virtual repudiation of the moral and legal duty of the appointing power, to select the most meritorious applicant, and consequently an unjust and despotic denial of the paramount claims of the most worthy.

2. The substitution of superior backing for superior merit as the basis of appointments seriously impaired the independence essential to the constitutional responsibility of executive officers for the proper execution of the laws.

3. Members of Congress, pursued alike by the importunate appeals of those seeking office as a charity and by the clamor and threats of those demanding it as a reward for partisan work, were no longer independent. They were almost forced to devote to office-seeking the time needed for legislation, and to foist incompetent supernumeraries upon the public treasury which it was their special duty to protect.*

4. Despite the large proportion of competent and meritorious persons who found entrance, the bringing in of so many of the political office-begging and office-earning class tended to lower the public service in the estimation of the people, and to obstruct the work of Congress.

5. Such a system caused the people to overlook the important distinction between elective officers and the constitutional advisers of the President, on the one hand, who represent and must deal with political opinions and local interests, and the purely administrative subordinates, on the other, who, representing neither opinions nor interests, should

* In a speech in Congress, in 1870, the late President Garfield used this language: "We press for appointments—we crowd the doors; Senators and Representatives fill the corridors and throng the offices until the business is obstructed, &c. The result is that unworthy persons get places."

do their work in the same manner irrespective of political or religious opinions, whatever party may be in power.

6. The system which thus made party patronage of clerkships at Washington, also made patronage of the subordinate places in the customs-offices and in the larger post-offices, the heads of which are subject to confirmation by the Senate. Selections for these places were dictated by the same influence which controlled confirmations.

The power of confirmation was thus made a dangerous political force in the States and in the elections, tending alike to impair the counterpoise between members of the two houses of Congress and between Federal and State authority.

Congress and the Executive alike, in language of marked directness and significance, have sought to suppress the graver forms of these evils of patronage; Congress by declaring, in the tenth section of the civil service act, "that no recommendation of any person who shall apply for office or place under the provisions of this act, which may be given by any Senator or Member of the House of Representatives," except as to the character or residence of the applicant, shall be received or considered by any person concerned "in making any examination or appointment under this act"; and the President by declaring in the first rule that "official authority or influence shall not be used to coerce the political action of any person or body"; in Rule 8 that "no discrimination shall be made by the appointing power by reason of political or religious opinion or affiliations"; and in Rule 16, that "selections for appointment shall be made from the four highest in grade which shall be certified for appointment on the basis of merit shown on the examinations."

Here we find perhaps the most authoritative and disinterested assertion possible of the untrustworthiness and vicious tendency of all recommendations for appointment.

This, however, was not the first emphatic condemnation by Congress of recommendations and solicitations on the part of its members. Thirty years ago these evils were already so grave that Congress was compelled to seek a remedy and took the first steps toward substituting a merit system for a patronage system. At a much earlier date in Great Britain the same causes had forced the Government to resort to examinations in order to get at real capacity for doing the public work. That older Government had found that no amount of recommendations or solicitation, coming, as they almost always do, from deeply interested parties, could be accepted as reliable evidence. The first examinations were known as *pass* examinations, and were confined to favorites recommended by members of Parliament, lords, bishops, and great politicians, who issued tickets of admission to the examining boards. These examinations kept out the merest dunces among those recommended, but left unbroken the old aristocratic monopoly of the gates of entrance to the examinations. In 1853 and 1855 Congress followed the example of

England by requiring the clerks in the departments at Washington to be arranged in four classes, and forbidding an appointment of those recommended until after a pass examination. However high the recommendations made by members, and however earnest the solicitation made by friends, those laws (now R. S., sec. 164) inexorably required a real test of competency in the form of an examination before an examining board of three persons selected from the department which the applicant was seeking to enter.*

The essential vices of the *pass*-examination system were these:

1. The examinations were not open to all persons apparently qualified, nor even to all such persons belonging to the dominant party, but rather to such of the favorites of the dominant faction of that party as members of Congress and great politicians recommended.

Though the more disinterested and patriotic of those who monopolized patronage brought large numbers into the service who were both capable and worthy, the tendency was strong in favor of the office-begging and office-earning classes.

2. The tenure of the members of the examining boards was too precarious for strong resistance to influence and solicitation, but it should be said to their credit that they sometimes defeated the great officers and politicians who tried to push their favorites past the examinations.

3. These *pass* examinations denied the Government a choice from among the most meritorious applicants. There was no competition or comparison of merits between them, but only the chance of taking a person examined separately, on peril of offending his backers by refusing him.

It was thus inevitable that one of the chief objects of the civil service act and rules should be the re-establishment of the system of free, open, competitive examinations. (See act, sec. 2; Rules 6, 11, 12, and 13.)*

* Between 1872 and 1875 there was a Civil Service Commission appointed by President Grant, and competitive examinations, which, resting upon his authority and upon a meager provision in an appropriation act, were conducted under many embarrassments. But members of Congress were not then prepared to surrender their patronage. In 1874 and 1875 appropriations in aid of the reform were refused, although the President in messages in those years requested appropriations for continuing them, and declared that the results of the competitive system thus far had been to improve the public service, and that he believed they could be made still more beneficial. Though refusing the appropriation, Congress even in that period of reaction did not repeal the clause in the appropriation act nor the laws requiring *pass* examinations. The consequence was that the *pass* examinations were resumed and members of Congress again succeeded to the greater share of the old monopoly of designating those who could be examined.

* It is proper to mention that competitive examinations had had a trial more thorough than those under President Grant, referred to in the last note. The success of that experiment led to the rigid enforcement of such examinations at the custom-house and post-office at New York City (where they had before been tried in a qualified form), in March, 1879. They have been enforced at those offices since that date, and selections for appointment have been exclusively made from among those standing highest in the competitions. So quickly were the good effects apparent that the

COMPETITIVE EXAMINATIONS.

There is nothing in the nature of competitive examinations requiring different subjects or harder questions than those appropriated for pass examinations. But as they require the merits of those seeking appointments to be put in comparison, it is but natural that the competition should raise the standard. At the mere will of the examiners and the departments the pass examinations could have been extended to any subjects however literary or ornamental. But the competitive examinations required by the civil service act are by its terms (section 2, sub. 2, clause 1) required to "be practical in their character, and, so far as may be, (to) relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of the service into which they seek to be appointed." Rule 6 is to the same effect.

The seventh rule enumerates those branches or subjects to which alone all the examinations must be confined, except in the very few cases which fall under the fifth clause of that rule.

There are certain essential conditions of competitive examinations, fully recognized and carefully provided for in the act and rules, which should be borne in mind in estimating their practical effects:

1. Accepting the theory that appointive offices are trusts and places of duty, in the common interest, these examinations treat the claim of every applicant as meritorious and strong in proportion, not to the influence behind him, but to the good character and capacity he tenders in his own person for the salary.

2. They allow, therefore, no monopoly by any party, faction, or officials of the privilege of being examined, but open the examinations to all applicants who, according to the rules, have the apparent qualifications essential in the places they seek irrespective of political or religious opinions or affiliations. (See Rule 8.)

3. To protect that privilege those who make applications in proper form must be notified in the order of the reception of their applications to attend the proper examinations.

4. After being graded according to merit those examined must be certified for appointment in the order of their grade, subject to the

annual message of the President for 1880 commended them to the consideration of Congress. The same beneficial results have continued. For more than fourteen years competitive examinations, based on a much longer trial in a limited sphere, have been enforced, with great public advantage, throughout the administrative service of Great Britain and British India. The intrinsic difficulties attending their first enforcement in Great Britain were far greater than with us, for the reason that such examinations are repugnant to the exclusive spirit and class distinctions of an aristocracy. That change was essentially republican in spirit which compelled the sons of lords, bishops, and the great land-owners to compete side by side with the sons of the humblest classes for admission to the administrative service of their country. The same year (1870) in which a competition of merit was made general, the public schools were by law, for the first time, required to be supported by general taxation.

conditions of apportionment among the States and Territories, required by the second section of the act.

The parts of the public service for which such examinations are appropriate are those in which the applicant's opinions are not qualifications; consequently they are unsuitable to be applied to candidates for elective offices (or to the constitutional advisers of elective officers), an essential part of whose fitness is, that they are the representatives of political opinions or local interests. But competitive examinations are especially useful for places for which the highest qualification is an ability to do the public work, as directed by superior officers, in the same businesslike manner, whatever party may be in power, and whatever may be the political or religious opinions of the citizens most directly affected by the work to be done.

THE CLASSIFIED SERVICE.

It was the part of wisdom in the outset to enforce the new system broadly enough to fairly test its merits without making it so general as to involve serious inconvenience in case of failure. There was need to bear in mind that the greatest opposition from patronage-mongers and partisans would be at the first stages, when the examiners would be the most inexperienced, the Commission most embarrassed by novel questions, and the ill-informed most easily misled. Moreover, the abuses to be suppressed increase in geometrical ratio with the magnitude of the business in the offices and the number of officials required. The head of a small office has ample time to learn the character and capacity of all those seeking appointments, and he need not be ignorant of the conduct of his subordinates. But in the Departments, and larger post-offices, and customs offices, the chief officer can hardly know the merits of more than a small proportion of the applicants. The power and opportunity for intrigue and selfish influence at such offices are dangerously great.

It was plain also that persons nominated for confirmation by the Senate could not with advantage be subjected to examinations, at least without the consent of that body, which has not yet been given. At the other extreme of the Executive service were those employed merely as laborers or workmen, whose examination as to attainments would be as impracticable as it is needless. These considerations suggested the proper limits of the examinations at the outset.

In the Departments at Washington, the classification, already referred to as existing under the Revised Statutes (including all persons receiving salaries of not less than \$900 nor more than \$1,800 per annum), embraced a suitable number for the first examinations in that branch of the service. Those thus included are designated *the classified Departmental service*.*

* The classification existing by law in the Departments when the civil service act was passed, and which covers all places at Washington thus far embraced within the examinations, is inconvenient and misleading. There are various places not classified

A similar classification, as directed by the first and second clauses of the sixth section of the act, was made of the parts of the postal and customs service which the act required to be brought, in the first instance, under the rules, and the portions of the service embraced in the two latter branches are designated, respectively, *the classified postal service* and *the classified customs service*.* These three branches are, in the aggregate, designated *the classified civil service*.

The number of places included in the classified departmental service (at Washington), and consequently to be filled from those certified on the basis of the examinations, is, as nearly as we can ascertain, 5,652.

The classification of the customs offices to which the act at first extends was made by the Secretary of the Treasury on the 26th of March last into five classes, of which those in the lowest receive an annual compensation of \$900, and the highest (excluding those confirmed by the Senate) receiving a salary of \$1,800 or over. The number of places thus classified in the customs service, at the eleven ports and twenty-five customs offices to which it extends, is in all 2,573.

A classification of those in the post-offices to which the act at first extends was made by the Postmaster-General into four classes on the 4th day of April, 1883. The highest class embraces those who receive an annual compensation of \$1,800 or over, and the lowest those who receive a compensation of \$800 or less, but the latter includes no person employed merely as a laborer or workman. The whole number of places embraced within this classification at the twenty-three post-offices (being the largest in the Union) was (January 1, 1883), 5,699.

In the three branches of the classified service, therefore, the number of places to be filled on the basis of competitive examinations is in the aggregate 13,924. The increase, since made, in the classified service carries the number above 14,000.*

which seem to come within the principle of the old classification. It is presumed that at the proper time this classification will be extended, and that its lines will be made regular and consistent. One effect of its present deficiency and inconsistency is to be regretted. Persons not well informed—and some within the Departments—seeing certain places really outside the classification, but which should consistently be within it, filled by persons not examined under the Commission, have considered, and in some cases, have informed members of Congress that the rules in such instances are being disregarded. It is believed that no violation of the rules in that regard has taken place. The power and duties of the Commission, so far as relates to examinations, are, by section 2 of the act, confined to the classified service, and do not extend to any employes not classified, whatever the position or duties of such employes.

The right of transfer from place to place in the same Department is given to its head by section 166 of the Revised Statutes, and that right is not taken away by the civil service act. The Commission has neither authority nor responsibility in the matter of such transfer.

* See Rule 5, which shows the post-offices and customs offices thus included.

* If we assume the civil service of the United States to embrace in all about 110,000 persons, a large proportion of the whole must be classed as laborers or workmen. There are 48,434 postmasters. Of the remaining 61,566, 4,017 are in the Railway Mail

In the grades above those classified in the Departments at Washington there are 359 officers, of whom 76 are subject to confirmation by the Senate. Of the 5,652 included in that classification only 135 are excepted under Rule 19.

Ample authority is conferred upon the President by the third clause of the sixth section of the act to require the new system to be extended to other parts of the executive service whenever, in the light of the experience gained, the public advantage is likely to be promoted thereby. No further legislation in that direction seems necessary.

But if a more enlightened and independent sentiment, developed among the people, shall hereafter so encourage the President, heads of Departments, and the Senate that they will co-operate in enforcing a joint policy which shall require the selection of chiefs of Bureaus and of postmasters and collectors at the larger offices from among the subordinates at such offices, who would bring business experience rather than partisan activity to those positions, there would be a yet greater extension given to the merit system of office, and a new and salutary ambition would be awakened among subordinates. And beyond that, there would be a great relief from the solicitation and controversy which attend appointments to such positions.

THE EXAMINERS.

The act requires the examiners, other than the chief examiner, to be selected by the Commission from among those in the official service of the United States. It is the principal duty of the chief examiner, under the direction of the Commission, to secure accuracy, uniformity, and justice on the part of all the examiners. He is, in that particular, the executive officer of the Commission. (See Regulations 1 and 2.) For such purposes he has visited, during the past six months, nearly every office to which the rules apply, and most of them more than once. Every such office, including those at San Francisco, has also been visited, and most of them more than once, by one or more members of the Commission. The Commission does not directly conduct examinations or mark or grade those examined, although some of its members have attended a majority of all the examinations held. The Commission is a board of final appeal from all examinations, and as to all complaints concerning marking and grading, or other matters coming within the sphere of its duties. It has also to take care that everywhere the public interest and convenience are regarded in the grade of questions and in the method of the examinations.

Service, and 4,010 are in the Internal Revenue Service outside of Washington. The number in the diplomatic and consular service is also large. To these must be added the officers and clerks of Congress and of all the Federal courts. Those under the rules at the outset embrace, therefore, a very large proportion of the officials to which the competitive system can properly be extended.

The selection of examiners from those in the public service was required by Congress in the interest of economy, as well as to secure examiners who should be familiar with the real needs of the offices for which applicants were to be examined. They are paid no extra compensation. Three examiners, selected at each post-office coming under the rules, serve as a Board for the examination of applicants for that office; and from three to five selected in each customs district to which the rules extend serve as a Board for that district.

For the seven Executive Departments at Washington a common Board of ten is selected, two members of this Board coming from each of the three Departments having the largest number of subordinates, and one from each of the four others. This Board supervises the examinations at Washington for the Departmental service, and marks and grades all persons examined there or elsewhere for that service.

Besides the Boards above named, special ones are selected to examine applicants for places for which special knowledge or skill is required, as draughtsmen, telegraphers, patent examiners, &c.

The Commission used the greatest care in the selection of the examiners, in order to secure gentlemen of candor, good judgment, and conscientiousness, united with a high order of intelligence and practical experience. We wish to bear testimony to the efficient and satisfactory manner in which, without exception, the duties of these Boards have been performed.

The result has shown what those best acquainted with the public service anticipated. It has been made clear that many members of that service, ready to make sacrifices and efforts for its improvement, are glad to welcome such tests for admission as will substitute demonstrated merit for partisan influence and secret favor. We have found ample numbers in the offices fully competent for the administration of a system which they believe will improve alike the reputation and efficiency of that service of which they are a part, and to the honor of which they are justly sensitive. Even if an appropriation could have been secured to pay outside examiners, they would have known far less of the needs of the service, and their employment would have been justly regarded, in the Departments and offices, as an offensive and unwarranted condemnation of the capacity and fidelity of those serving there.

In States and Territories in which no postal or customs examiners are yet required, the examinations of applicants for the Departmental service, unless they prefer to go into some adjoining State, or to attend at Washington, are held under the charge of a Board selected by the Commission from among persons in the Federal service in such States and Territories. Boards of this latter class have already held examinations in North and South Carolina. The need of supplying promptly the wants of the classified postal and customs service caused examinations to be first held in the States to which such classified service extends, but local examinations for the service at Washington are now being extended to other States.

THE APPLICATION FOR EXAMINATION.

To every person requesting to enter the classified service a blank application paper is sent. The filling of this paper is the first step in the applicant's examination. In the proper blanks he gives his name, age, residence, and occupation for each of the past five years, and such other facts in regard to himself and his experience, education, and qualifications as are important to be known. All these statements are made under oath, and are required to be confirmed by the vouchers of not less than three nor more than five persons, who state, in blank certificates on the same sheet, their knowledge of the applicant and their belief of the truth of his statements, and vouch for his character, capacity, and good reputation. No recommendations outside of these vouchers are allowed to be received or considered by the Commission, the examiners, or the appointing officers. (See section 10 of act.)

The application thus filled is returned to the Commission or to the proper Examining Board, and if its statements show that the applicant is regularly vouched for, and that he is entitled by age, health, and citizenship to be examined for the service he seeks, his name is entered upon the proper record, with the date of his application, and his paper is placed on file. When the next examination is held, at a point which seems convenient for him, he is notified to be present.

If the applications on file at any office are in excess of the number that can be examined at one time, the earlier applicants, by Rule 13, are summoned first; except that at Washington the duty of apportionment may require those to be first examined who are from States whose qualified applicants are in deficient numbers. This excludes all preference of applicants through favor or patronage, and is in the spirit of the act, section 5, which makes all willful and corrupt obstruction of the right of examination a criminal offense. The applicants who are in excess of the number that can be examined at one time stand first upon the record to be notified for the next examination. Examinations are held as frequently as the needs of the service require. Thus far all applicants (except some from the District of Columbia, where the number is excessive, and in one or two similar cases outside) have been notified to attend the first examinations held after their applications were received.

The application paper is itself a sort of preliminary examination. It asks the same questions that any wise and experienced business man or appointing officer would desire to ask concerning the circumstances, health, character, and experience of the applicant, and it frequently deters from the examinations unworthy or incompetent persons, who find themselves unable to answer satisfactorily the inquiries proposed, or unwilling to give the information asked for. Of the hungry host of place-seekers, many are weeded out by the necessity of making this sworn statement of their career, while to genuine and worthy applicants it opens the way for the proper statement of their qualifications.

WHO MAY COMPETE.

A competition theoretically perfect would be one in which every person, from any part of the country, could compete for every vacancy. But the needs of the public business, as well as the provisions of the act that the examination shall be practical, and shall fairly test the capacity and fitness needed for discharging the duties of the place sought, require limitations. The qualifications needed for carriers or for weighers, for example, are quite different from those needed for copyists, or for some grades of clerks. Questions appropriate for ordinary clerkships would be unfit tests for telegraphers, or Pension-Office examiners. Provision is therefore made under which the application paper designates the grade or description of places sought; and it follows that the real competition is between all those who seek the same grade or places.

Further than this, the act, by requiring the appointments to the service at Washington to be apportioned among the States, Territories, and the District of Columbia, practically makes the competition between those from the same State or Territory, rather than an inter-State competition. In some cases, perhaps, this State competition may put into the service a person inferior to the one whom the broader competition would have supplied. But it gives to each State and Territory, what it has not yet had, a proportion of the appointments numerically due to its population, and it will unquestionably stimulate education in the States as well as increase the local interest in all matters affecting the administration of the Federal Government.

SOLDIERS AND SAILORS.

Every provision of law favorable to those who have rendered honorable service in the Army or Navy of the United States is preserved in the civil service act and the rules; and in the latter (see Rule XI) these patriotic privileges have been in the matter of age and otherwise somewhat extended. Every person honorably discharged from such service by reason of disability incurred in the line of duty, if he shall exhibit the measure of capacity found to be essential in the civil service, is allowed a preference.

SUBJECTS FOR EXAMINATION.

The branches embraced in the general examinations for ordinary clerkships and other places of the same grade, are given in Rule 7. In none of these branches do the questions go further than is covered by the ordinary instruction in the common schools of the country. A limited examination is provided under Clause 4 of Rule 7, for copyists, messengers, carriers, night inspectors, and other employés of similar grades, including only a part of the branches above named, the subjects and questions being varied in number and grade to meet the require-

ments of the different parts of the service. This allows persons of only limited attainments to secure the positions for which they are competent. The common-school education must have been exceedingly defective which does not enable one to pass this examination.

It will be noticed that, even in the general or higher grade of examination, under Clause I of Rule 1, proficiency in the first three subjects secures eligibility for appointment. Therefore failure in the last two will exclude no one from the service, though a good standing therein raises the grade of the applicant and gives him the better chances for an appointment.

If any shall notice with regret that only common-school education is exacted for entering the public service at the higher grade, and that thus only small direct reward is offered to academic and college learning, it may be remembered, on the other hand, that both by rewarding excellence in the common schools and by barring out corrupt influence from public office, learning of every grade, and good character and manly effort in every position are stimulated and strengthened. The common schools are the gates to the academies and the academies are the gates to the colleges.

It should always be a paramount object to keep the public service freely open to as many of the people as have the ability and information needed for doing its work. The best informed and most meritorious of those who enter it will be likely to win the higher prizes through promotion when once the merit system for admission shall be fairly established. And though the higher education is not necessary in order to gain admission to the public service, it will nevertheless prove its value in the mastery of the principles and methods of that service, and so gain higher consideration, and give increased power to those who possess it.

SPECIAL AND TECHNICAL EXAMINATIONS.

While only the common-school education is required of the applicant for the ordinary clerkships and subordinate places in the classified service, there are other places, comparatively few in number, for which higher qualifications are requisite. Among these are clerkships in the State Department, which demand some knowledge of modern languages and of other special subjects; assistant examiners, draughtsmen, and other places requiring technical knowledge or skill, in the Patent Office; pension examiners and other clerkships in several Departments requiring some knowledge of law; draughtsmen and other employes in the Supervising Architect's Office and Engineer Department and employes in other technical or scientific Bureaus or divisions of the service. Rule 7, Clause 5, provides for the special examinations for such places. Special Boards of Examiners have already been designated in the State Department, the Patent Office, and the Pension Bureau. Special examinations have been held of a telegrapher for the Department of Justice, and a

topographic draughtsman for the Engineer Department. These two examinations were non-competitive, the need of filling the vacancies being urgent, and only one applicant offering in each case. They are the only non-competitive-examinations which have thus far been held under the rules.

QUESTIONS AND EXAMINATIONS.

In order to secure uniformity and justice, the questions for the examinations are almost invariably prepared by the Commission, those for any Examining Board outside of Washington being forwarded for its use just before an examination is to be held. They are printed upon sheets with adequate space below each question for writing the answer or solution. The applicant gets his first knowledge of the questions as the sheets are given him, one after the other as his work advances, at his examination table. The examinations are open to such spectators as can be accommodated without interfering with the quiet due to those being examined, but the answers are not exhibited without the consent of the person who wrote them. The question sheets, with the answers thereon, are preserved as a part of the permanent records of the Commission, so that the fairness of the marking and grading can be tested as well a year as a week after they are made. In Appendix No. 5 are given examples (except that for brevity the answer spaces are omitted) of the several grades of questions, being the same actually used on several of the general and limited examinations, and they are a fair specimen of the average character of the whole. It is hardly necessary to add that, except in the very few examinations needed for places requiring technical or scientific knowledge, no questions more difficult have been used. The examples in arithmetic do not go beyond the needs of the public business. Every question in geography, history, or government is confined to that of the United States. Not a word of a foreign language, nor a technical term of art or science, nor any example in algebra, geometry, or trigonometry has been employed in any one of the general or limited examinations, and these examinations alone are used for at least ninety-five out of every hundred places within the classified service.

MARKING AND GRADING.

The rules and regulations contain sufficient explanation of the methods pursued in marking and grading. That work is done by the Boards of Examiners, and while doing it they do not know whose papers they are marking.* (See Regulation 21.) This saves the examiners from bias and from suspicion of partiality.

* At the smaller offices those examined may, by handwriting or otherwise, be known to the examiners, but in such offices the temptations to injustice are less, and no complaint of that nature has been made to the Commission.

The grave responsibility and the guarantees of fairness under which the markings and gradings are made are to be found in the penal clause of the fifth section of the act and in Rules 8 and 23.

It has been found practicable to attain a high degree of uniformity and certainty in these markings, and the appeals to the Commission for their revision have been very small in proportion to the numbers examined, hardly two cases in a hundred.

So much uniformity, however, has not been attained without much care. In the first attempts some diversity in applying the standards for marking and grading was perhaps inevitable between the different local Boards. But the same standard was applied to all those examined for the same office, thus avoiding all injustice.

The example in marking and grading, given in the regulations, sufficiently illustrates the method. It will be seen that a failure in one question, or even failures in several of the fifteen to thirty questions, need not prevent the applicant's securing the required grade. High proficiency in one subject may cover deficiencies in others; therefore, ability to get into the service can in no case depend upon an answer to any one or two questions, or even entirely upon the information shown upon any one subject. Yet it should be said that bad penmanship seriously threatens failure in competing for positions as copyists, or for clerkships of the lower grade, where penmanship is especially important.

THE APPORTIONMENT.

The apportionment of new appointments at Washington is to be made to States and Territories according to population, as ascertained at the last preceding census. The number that will fall to any one of them within a year cannot be accurately known, because the whole number of vacancies is not known beforehand. Following the apportionment of representation in Congress, which is also based upon population as ascertained at the last census, the certification to fill vacancies is made as nearly as possible in the same ratio. It may not be at any moment mathematically exact, but in the year will be as nearly complete as the appearance of proper persons from the several States and Territories will allow.

It will be noticed that the appointments already made to the service have been made from twenty-six States and Territories.*

RESIDENCE.

In the application paper the residence of all applicants must be stated under oath. The question whether legal or mere temporary residence is intended arises under this law as well as under so many

* From the District of Columbia there have been two appointments in excess, which resulted from an unanticipated selection of more than one from a single certification to a Department, a thing not likely to happen again.

others, but the Commission assume that legal residence is meant by the act. If mere present residence should be treated as the intention of the act, an applicant might fix such residence in any State to which he may go perhaps for the very purpose.

The custom of officers of the Government retaining for years a legal residence in the States from which they came, leads others not in Government employ to suppose that they too may continue to claim a legal residence in the States in which they or their parents formerly lived, though they may long since have established permanent homes here.

It is natural that at the seat of Government a large excess of applicants for the public service shall be found. Under the old system the District of Columbia supplied numbers of clerks greatly disproportioned to its population. The requirement by Congress that new appointments shall be apportioned to the States and Territories on the basis of population, has diminished the chances of residents of Washington to secure Government places in the same ratio that it has increased the chances of those who reside elsewhere.

CERTIFYING FOR APPOINTMENT.

Those who have attained a grade showing fitness for appointment at Washington are placed upon the proper registers kept by the Commission, for the service there; and at other places by the Examining Board at each place. (See Rules 13, 14, and 16, and Regulations 4 to 10.) These registers are permanent books of record showing the age, grade, residence, date of entry thereon as eligible for appointment for all parts and grades of the service. When a vacancy occurs at Washington, the Commission, and when at a post-office or customs office the Examining Board for the same, certifies from the proper register four persons who are graded highest among those entered thereon for the grade or part of the service in which the vacancy exists. In the latter offices, where no apportionment is required, the four graded highest must in every case be certified. At Washington, the Commission takes the four names from the list of those from one or more States (having names upon the register) which have the strongest claim on the basis of the apportionment. But the highest in grade, from the State or States which have such claim, must be taken; and the whole action in that regard appears of record. The grade is won by the applicant himself. The order of selection is fixed by the law and the rules. This excludes both favor and patronage.

The need of certifying as many as four is twofold:

First. The appointing power, conferred by Congress upon the heads of Departments under the strict terms of the Constitution, is a power of choice—a right of selection for appointment from among several. That opportunity of choice is inseparable from the power itself. On the other hand, it is the duty of the appointing officer to use that right of choice by selecting the most worthy and capable. Congress may by

law facilitate such exercise of that right by a system which brings to the notice of the appointing officers persons proved to be both capable and of good character, together with the evidence of such facts. From these it may require the appointment to be made. To aid the appointing power in that way, and not to weaken it, is the principal object of the examinations. Congress and the Executive co-operated in aid of doing what the appointing officers have found it impossible to do alone. The laws of 1853 and 1855 affirmed the same principal by allowing no one to be appointed who had not been examined.*

Second. Inasmuch as the head of the Department knows best the kind of excellence needed in a particular vacancy, he is allowed a choice among several. A choice between four seems to preserve the authority of the appointing power, and to allow a sufficient variety of capacity for answering the needs of the public business. For both these reasons a requirement that the applicant graded highest be taken would be indefensible.

In a vast majority of cases we have reason to think that those certified were at that date unknown to the appointing officers. It is the evident duty of the appointing officer to select the most fit of the four certified, and in the great majority of cases the highest in grade among the four certified has been appointed.

WOMEN IN THE SERVICE.

Nowhere on the part of the Commission or its subordinates is there any favor or disadvantage allowed by reason of sex. Only under free, open, competitive examinations have the worthiest women the opportunities, and the Government the protection, which arise from allowing character and capacity to win the precedence and the places their due. The need for political influence or for importunate solicitation, especially disagreeable to women, for securing appointments in the classified service exists no longer.

Rule 16, clause 3, controls the certification of women for appointment so completely that the Commission has no discretion on the subject. The law in force before the passage of the civil service act gave the heads of Departments authority to decide when women are required or can be accepted. Both the civil service act and the rules leave that authority unimpaired.

In order to prevent disappointment we ought to add that, perhaps because the examinations naturally appeal to the hopes and the ambition of women, a greater number of them, in proportion to the places treated by the Departments as open to their sex, have been examined, and hence the number of women waiting to be certified is large in a like ratio.

* Several years before the passage of the civil service act, the then Attorney-General held that the right of choice might be limited to three.

REMOVALS.

The power of removal and its exercise for just reasons are essential both to the discipline and the efficiency of the public service. A life tenure would be indefensible.

The civil service act and rules leave the authority and duty of removal undisturbed, with this exception, that the second rule forbids a removal for refusing to perform a political service or to pay a political assessment, and the last rule adds every violation of either rule or of the provisions of the act against assessments to the good causes for removal which existed before. The act and rules have greatly diminished the pressure upon appointing officers for removals, and have taken from them the temptation to make removals of their own motion for the mere purpose of making a vacancy for a favorite. Many removals, and those the most indefensible in former years, were unquestionably made not because the person removed was not a useful public servant, but because some powerful influence was to be conciliated, some friend was to be gratified, or some dangerous enemy was to be placated by putting a particular person in the vacancy.

Nevertheless, save in the particulars mentioned; the power to remove for even the most partisan and selfish reasons remains unchanged. The changes are only in the opportunity of filling the vacancy with favorites and henchmen, and in the greater peril from a frowning, hostile public opinion.

Whether this taking away of such causes for removals will keep meritorious officials longer in their places will depend upon the question whether an administration is more anxious to promote the interests of the people, or to bribe elections by patronage and appease the clamors of partisans by making vacancies. It is still possible to promise the spoils of a hundred thousand offices as the rewards of party victory in a national canvass. It is still possible to remove every person in the classified service once in four years or once in four months. But the vacancies can be filled only by those, who irrespective of party, demonstrate superiority in free, open competition of character and capacity.

It is worthy of notice that any loss of patronage and profits which may result from the enforcement of a merit system will fall not very unequally upon both the great parties. The spoils system, upon the theory of its friends, opens three sources of strength. (1) Extortion from Federal officials, under fear of removal by the party in power, of vast sums for its campaign expenses. (2) Service work for that party by all these officials enforced by the same fear. (3) The promise of places made to outsiders as the reward of work and contributions for carrying elections. Manifestly the first two of these sources of strength, and perhaps the most effective on that theory, are the loss and sacrifice of the party in power alone. It makes that sacrifice on the very threshold of reform.

It is not, however, so generally seen that the third surrender is, on that theory, the common loss of both parties. Yet such is the fact; for a party in power, after secretly assuring all its subordinates who are effective workers that their best efforts for the party will make them safe, can, on the methods of that system, make proclamation just as effectively and corruptly as the other party to the office-seeking class that three or four thousand places will be the prizes of the most effective workers and contributors for the elections.*

PROMOTIONS AND OTHER EXCEPTIONS FROM THE RULES.

Rule 19, recognizing needs in the public service familiar to those acquainted with the conditions of good administration, allows the applicants for certain places to be appointed without examination. The confidential or fiduciary relations sustained by those who fill some of these places, the occasional need of employing persons of professional standing or of peculiar capacity in others, and the lack of temptation for disregarding the public interests in filling others, are the reasons for all but one of these exceptions.

The entire exceptions (aside from that relating to promotions) cover but few places—not exceeding 135 in all the Departments at Washington; and in the postal and customs services the ratio of excepted places is smaller still.

The exception of examinations for promotion requires further notice. The need of caution in making the great changes which a new system involved, together with the fact that the commission had too much work at the outset, were perhaps in themselves adequate reasons for not dealing at once with the difficult subject of promotions. The act, moreover, recognizes the value of examinations as far greater for entering the service than for rising in it. It leaves their extension to promotions in the discretion of the President.

The difference between the value of competitive examinations for ad-

* This application of the spoils system is not a mere theory. It has been successfully made in the State of New York, where the spoils system was first, and has been, most effectively enforced. When Draper, a Republican, was collector at the port of New York, he removed a subordinate as often as every third day for a whole year. When Smyth, another Republican, succeeded Draper as collector in 1866 he removed 830 of his 903 Republican subordinates at the average rate of three every four days. When Grinnell, another Republican, succeeded Smyth as collector in 1869 he removed 510 out of his 892 Republican subordinates in sixteen months. When Murphy, another Republican, succeeded Grinnell as collector in 1870 he removed Republicans at the rate of three every five days until 338 had been cast out. It was the expectation of such spoils which gave each candidate for collector the party strength which secured his confirmation. Thus, during a period of five years in succession, collectors, all belonging to one party, for the purpose of patronage, made removals at a single office of members of their own party more frequently than at the rate of one every day. In 1,565 secular days 1,678 such removals were made. Upon the appointment of Mr. Arthur as collector in 1871 he put an end to this disgraceful proscription.

mission and for promotion is plain enough. The applicant for original entrance to the service is a stranger to the head of the office and ignorant of its duties. But those who seek promotion are well known to the head of the bureau or office. They have served under his own eyes. No one knows so well as he their capacity or the qualifications needed in the vacant place. They are seeking places of authority where discretion, a sense of justice, facility in arranging and dispatching business, capacity for discipline and for command are not only the most essential qualifications, but are the most difficult of all to be tested by examinations.

Yet there are parts of the service in which examination for promotion may be of great advantage.

The principal causes of unjust promotions, in the absence of examinations, are (1) importunate solicitations and coercive influence from the outside; and (2) prejudice, favoritism, or corruption on the part of the appointing officers. We need not stop to inquire which class of these abuses is the most frequent or pernicious. The first thing essential is a real liberty of choice on the part of the appointing officers to promote the most worthy. Then we can deal with prejudice and favoritism within the offices. We can then also consider the relative claims of superior capacity, seniority, and well-tested fidelity, which help to complicate the whole subject of promotions and require the most careful consideration.

The outside interference is far more indefensible, if not more pernicious, in regard to promotions than in regard to original admissions. For the importunate backer of a new man may perhaps know something of the merits of the friend he pushes; but it is sheer presumption for an outsider, ignorant as he must be of the duties of those in a bureau, to assume to instruct the officer at the head as to the merits of those who have served under him for years. Nevertheless, and in plain repugnance to the spirit of the tenth section of the civil service act, the duty of promoting is now seriously embarrassed by solicitations and the coercive influence of persons having no right of interference, nor means of judging of the usefulness of the candidate. In some of the best governed countries such intrusion in behalf of a favorite has not only been condemned by regulations, but the favorite is himself treated as the secret promoter of the intervention. He is therefore held ineligible for promotion until he has purged himself of the connivance of which he is assumed to be guilty. Here is a great step towards freedom of choice by the appointing power in the matter of promotions.

Members of Congress have set a self-denying and patriotic example, in the same spirit, in the tenth section of the civil service act which in substance, and it would seem, in legal effect, forbids every appointing officer receiving or considering any recommendation on the part of a member of Congress except as to character or residence. In law, a promotion is in a certain sense an appointment. If others having no duty

in the matter would follow this example of forbearance, it might be made almost as practicable for any one to rise in the service, as it now is for any one to enter it, on personal merit.

PROBATION.

The rules provide for a probationary service of six months before any absolute appointment can be made. At the end of this time the appointee goes out of the service unless then reappointed. During the probation, the character of the service rendered by the probationer and his fidelity are carefully observed, as the question of a permanent appointment depends upon them.

The probation is a practical scrutiny continued through six months in the very work which the applicant is to do. In this part of the system candid persons will find a sufficient answer to the common and oft-repeated objections based on the assumption that no merely literary examination can show all the qualities required in a good officer. Nobody pretends that an examination in any branch of learning is an adequate test of business capacity. Congress clearly recognized its inadequacy, and therefore provided that in all cases "there shall be a period of probation before any absolute appointment or employment." Instead of this practical test being foreign to the competitive system, it is original with that system and is everywhere an important part of it.

It has been shown, moreover, upon each of the several trials of competitive examinations that in a large majority of instances the superior men in the competitions are also the superior men in the public work. The proportion, among very bright minds, of those who have good business capacity is at least as great as the proportion of those having that capacity among men of very dull minds. Between these extremes, they who excel in the schools do so by reason of the fidelity, patient labor, and good habits—qualities which also fit them for the public service.

Probation, in its short trial under the Civil Service act, has borne testimony to these antecedent probabilities, proving that the best men for the work of the Government, in the class which seeks to enter its service, are to be found among those who stand highest in the examinations. The first person to enter the public service anywhere under the present rules—a young man at the post-office at Saint Louis—was the first in the competition, and he was the first to be promoted for merit at the end of his probation. The first person appointed under the rules to a department at Washington, was a lady who stood first on the competitive list of her sex. Her practical capacity has proved to be as excellent as her attainments.

THE COMMISSION HAS NO PATRONAGE.

After so full an explanation of the new methods, it would seem superfluous to add that the Commission does not dispense patronage, and

that it has no power or opportunity to influence appointments or promotions, but it receives many letters which show that the writers think otherwise. This misunderstanding arises from the old system, which made the belief almost universal that all appointments and promotions go by favor or influence.

Even if it be conceded that a Commissioner might be dishonest and bold enough to violate the eighth rule, and to incur the severe penalties of the fifth section of the act, for party or personal ends, it is plain that no applicant could be unjustly refused an examination, that none could be notified for examination, or certified for appointment, out of the proper order, without the knowledge of the three Commissioners and the secretary, of whom two are adherents of one party and two of the other. The facts are that of the 3,542 of persons who have been examined, the politics of not one has been known to either Commissioner at the time of his examination (except in the case of four or five personally known to one of the Commissioners), and that the politics of neither of those who have been appointed was known to either Commissioner at the time the certification was made.*

EXECUTIVE PATRONAGE DIMINISHED.

Before the Civil Service act was passed the 14,000 places now classified were filled at the discretion of executive officers. If members of Congress had usurped the control of many of them, that fact did not make the filling of them less effective for the dominant party. The tenure of every place was the continuance of executive favor.

Under the merit system the consent of no executive officer is needed to give access to the examinations. The marking and grading which the applicant earns for himself compel his certification for appointment in the order of merit and apportionment. The mere opportunity of selecting one from four amounts to nothing in the way of patronage. It may fairly be said, therefore, that those thus entering the public service have put *themselves* into office. The places they fill are not only taken out of the patronage of the party in power, but they are taken out of patronage absolutely. They are made the prizes which merit earns for itself. Every place added to the classified Civil Service is a diminution of executive patronage, and of the spoils which a party in power may award to its camp-followers.

THE COMMON SCHOOLS AND AN OFFICE-HOLDING CLASS.

The means by which, as we have seen, competitive examinations are surely breaking up the class monopoly of patronage, are equally certain

*The letters received by the Commission indicate that there are some persons who have not taken notice that no influence is needed to enable any applicant to secure an examination, and others seem to think that the proper order of certification for appointments may be changed by solicitation, and therefore appeal to third persons to assist them. It is hardly necessary to say that such intervention of third parties is as unnecessary as it must be unavailing.

to prevent the growth of class monopoly or bureaucracy in the future. Under free competition no officer can award places to his favorites; no party can either make its platform a test for office-holding or exclude from the service the adherents of the other party.

The political opinions, the social standing, the occupations, the sympathies and theories of those who enter the classified service will be as varied as the character, the pursuits, and the feelings of that vast citizenship from which applicants now spontaneously seek the examinations and win their way to the offices. Once in office, they will be free, by reason of the manner in which it was secured, to discharge those political duties and co-operate in manly and honest ways within their party, as becomes every citizen of a republic.

It appears from statistics presented herewith that per 65 cent. of all those who have entered the service through competitive examinations were educated in the common schools alone. But the service has not been filled by boys and girls direct from these schools. The average age of all those appointed under the new system has been about 32 years. If we assume the average age of leaving the common schools to be 16 years, it appears that, taking all those appointed, there has been an average period of sixteen years of practical life between the schools and the public service. Nevertheless, if the making of that knowledge which all the people are taxed to teach to all the children a condition of office-holding creates a bureaucratic class, then, indeed, the results of the new system are admonishing. But if universal taxation for teaching the subjects named in the seventh rule is justifiable, then to require superior excellence therein to be made a test for appointments is a clear and obvious duty.

This, at least, is unquestionable: that the nation, by bestowing its offices upon the most meritorious of those whom the States have educated at public expense, will greatly honor and stimulate the public-school system of the country.*

EFFECT OF THE RULES IN THE CUSTOMS OFFICES AND POST-OFFICES.

The period, during which vacancies have been filled on the basis of competition, is that between July 16 and January 16, though the examinations began in June.* The whole number of persons examined for the postal and customs service has been 2,758, of whom 1,585 were successful, having been graded above the minimum of sixty-five.

* Thoughtful men are noticing the tendency of the new system to aid and honor the public schools. Governor Cleveland, of New York, for example, after stating in his last message "that New York leads the States in the inauguration of a comprehensive system of civil service," declares that "the children of our citizens are educated and trained in schools maintained at the common expense, and the people as a whole have a right to demand the selection for the public service of those whose natural aptitudes have been improved by the educational facilities furnished by the State."

* The earlier examinations were held as follows, "P. O." and "C. S." being used to indicate the post-office and customs service respectively: June 19, P. O., Chicago and

The whole number appointed in those offices has been 463.

The details of these examinations will be found in tables appended to the report.

The Commission has preferred that the collectors and postmasters should state in their own words (so far as space can be given to the subject) the practical effects of enforcing the rules in their offices.*

The language indicated as a quotation in the summary which follows is taken from the letters of the collectors or postmasters at the place indicated. The letters quoted are the answers of those officers to a request of the Commission for a frank expression of their views, and they are the more valuable by reason of the outspoken criticism and the practical suggestions they contain. No criticism or suggestion in these letters has been omitted in the summary.

In estimating the statements it contains these facts may be borne in mind:

1. That several at least of those officers had prepossessions against the new system, and its introduction caused them some inconvenience at first.*

2. That in the outset a distrust of the fairness of the examinations, a belief that they could be evaded, and a natural shrinking from a novel kind of publicity, would unite in dissuading persons from attending them.†

CUSTOMS OFFICES.

BOSTON.—“The effect in this office has, in my judgment, been good. * * * The effect on the public service has been good, so far as my observation extends.” He thinks the system might be adapted to further test aptitude.

PORTLAND.—But one person has been appointed to a permanent posi-

New Orleans; 20, C. S., Chicago and New Orleans; 22, P. O., Milwaukee; 23, P. O., Saint Louis; 25, P. O., Indianapolis; 26, P. O., Kansas City and Providence; 27, P. O., Detroit; 28, C. S., Detroit and Boston; 29, P. O., Buffalo, Boston, and Louisville, and C. S., Port Huron; July 2, P. O., Cincinnati, Cleveland, and Rochester; 5, C. S., Burlington, Vt.; 6, P. O., Albany and Pittsburgh; 7, C. S., Portland; 8, P. O., Newark, N. J.; 9, C. S. and P. O., Philadelphia; 10 and 12, P. O., New York; 13, P. O., and 14, C. S., Baltimore; 18, C. S., New York; August 13, C. S., and 15, P. O., San Francisco. On July 12 and 13 examinations were held in Washington for the departmental service, and on July 26 for the Washington City P. O. All these examinations were competitive.

* No report from collectors, New Orleans and Port Huron, and postmaster, Cleveland.

* For example, the postmaster at Saint Louis says: “A short time after my appointment to this office, I strenuously objected to the adoption of competitive examinations,” &c.; but he adds: “I am convinced that it is not only practicable and equitable, but a saving of great embarrassment,” &c.

† The postmaster at Buffalo, for example, referring to the four examinations for his office, says that, “owing to a fear of undue rigor on the part of some, and a feeling of distrust on the part of others, the first two postal notices met with few responses, * * * but as the general public gained information on the subject, and were convinced that it was the purpose of the authorities to carry out the provisions of the measure, the classes filled up with good material,” &c.

tion, and the collector has no doubt he will prove an efficient officer. He thinks the five men appointed to temporary places to be entirely competent. The appointments have been too few and the term of service too brief to furnish data for any statement as to the effect of the rules in his district.

BURLINGTON, VT.—There has been no vacancy and consequently no appointment under the rules. "I have no doubt of the beneficial effects thereof generally," though in making selections for the frontiers much depends upon the judgment of the collectors.

NEW YORK.—"The applicants in this office under the rules are, with rare exceptions, men of intelligence, character, and well fitted to perform the duties of the places they fill. * * * The present civil service system is still in its infancy, and from a very careful observation of its workings in this office I conclude that the best interests of the Government and the best interests of the importer will be promoted by its continuance."

PHILADELPHIA.—"But four men have been appointed here under the new rules. The men thus obtained are all of good character and ability, and will, with experience, become efficient officers."

Owing to their being in subordinate positions, their effect upon the general service has not been appreciable. "The only significant change I have to report is the relieving of the collector from the personal solicitation of applicants and their friends for positions now filled in accordance with the Civil Service Rules."

BALTIMORE.—"But two vacancies have occurred in this office. * * * In both these cases good men were obtained. * * * One beneficial effect, however, has been very apparent. The time of the collector is no longer largely occupied by applicants for office and their friends, and the legitimate duties of his office receive his attention, an agreeable change to him as well as to importers and others having business relations with him."

CHICAGO.—"I have been very much relieved from the annoyance of applicants for places. The effect of such rules on the public service has been beneficial without doubt. * * * I am of the opinion that a strict enforcement of the act in letter and spirit will commend it to public favor."

DETROIT.—Collector only a few days in office, and no opinion.

SAN FRANCISCO.—"One effect it has had, however, and a very agreeable one to me, is to lessen the pressure for office. * * * The few who have been admitted through the operation of the rules appear to have performed their duties satisfactorily." He thinks they will earn an actual appointment at the end of their probation. Some declined appointments because they wanted better salaries than were offered. He thinks messengers should be excepted from examinations as being confidential persons.

POST-OFFICES.

BOSTON.—“In my judgment the general result has been satisfactory. Its tendency has been to secure the service of a somewhat higher grade of clerks than heretofore and greatly to relieve the postmaster from any well-founded charge of favoritism. * * *.”

PROVIDENCE.—“There has been little change in the employés of this office. * * * I believe, however, that when numerous appointments are made they will result in economy and efficiency to the service. It is certainly a relief to the postmaster * * * to refer applicants to the Examining Board.”

ALBANY.—The appointment of only two persons has been made under the rules, and “both of them are good, efficient men.” The postmaster thinks the general effect of the rules “will be [to] secure a class of men who, knowing that their tenure of office depends mainly on their ability to fill it properly, will make themselves conversant with the duties and perform them in an intelligent and painstaking manner.” He favors the extension of the rules to other offices.

NEW YORK.—“The opinions formed by me during the existence of the method *pursued for some years past at this office* of making admissions to the service dependent alone on the success of the applicants in competitive examinations have been strongly confirmed by my experience and observation under the rules * * * now in operation here.” Among the advantages he mentions are relief from pressure, more time for official duties, a sense of dependence by subordinates upon good behavior, superior intelligence, and other qualifications in the service. Some unfit persons have got in, but he thinks the rules “will be of great benefit to the public service,” as they have been in the past.

BROOKLYN.—“The operation of the law has not produced very satisfactory results at this office. I do not attribute the unsatisfactory result in any respect to the law, rules, or regulations, nor to the standard of examinations, but the inadequate inducements offered to persons desiring employment.” He thinks those who have come in under the law “do not appear any more than equal in character and attainments to those employed under the system of close scrutiny employed by me while I have been postmaster.” The law, he says, relieves him “of the constant importunity and pressure of political and personal friends for appointments to office.” He thinks that the vouchers, especially on the part of a physician, should be made more specific, particularly in regard to physical qualifications. The applicants, however, have steadily increased in number and improved in appearance at each subsequent examination.

NEWARK.—“The effect of the civil service rules at this office is excellent. * * * The public at large rest satisfied in the thought that the qualification is good or no appointment. The politician claims that he is relieved from a pressure which was exceedingly annoying. Personally, I give it my hearty approval.”

BUFFALO.—“The results [speaking of the examinations], so far as a

chance of candidates was concerned, were all that we could have asked. We have made seven appointments from the lists of eligibles, all of which have been a success, and three have already been promoted by reason of meritorious service. * * * The opening of this new field for the choice of candidates cannot fail to be of the greatest benefit to the public service."

PHILADELPHIA.—"The enforcement of the civil service rules in my office has been marked by a great relief to me in not having my work continually interrupted by applications for positions." He believes public men are also relieved. "The effect upon the clerical force in this office has been good, inasmuch as the clerks now employed feel assured that under no postmaster would they be removed for the purpose of making places for others."

He says that in one case he was somewhat embarrassed, four months ago, by reason of thinking that no one of the four certified was competent for the vacancy; and suggests that in such cases others should be certified,* and gives some reasons for his views.

PITTSBURGH.—The postmaster says that for two years he has had a system of competitive examinations in the office. That those who have come in under the new rules "have shown ordinary ability, no better and no worse than former appointments." He adds, that "the effect of the civil service rules, as far as the Pittsburgh post-office is concerned, is, as yet, imperceptible."

ROCHESTER.—"The effect of the enforcement of the civil service rules at this office is favorable to the appointment of a better class of employes in offices where political or personal considerations have heretofore been the controlling influence." He thinks a larger number than four should be certified, from whom to select one.

INDIANAPOLIS.—"The effect at this office is a less number of applicants for positions. So far as the public service is concerned I cannot see there is any special difference. * * * I had established very good civil service before the law was passed."

NEW ORLEANS.—"Besides being the means of securing competent officials, the law and rules are a great protection to the appointing power against a throng of incompetent political applicants."

CINCINNATI.—"The reports * * * justify the conclusion I have reached that thus far the system has worked well. * * * The habits, industry, promptness, and general efficiency of the civil service appointees are most commendable, and will in every instance entitle the probationary appointee to a permanent appointment when his six months shall have expired. I think the record of the employes of this

* This is the only case of the kind during the six months covered by the report, except that, in a single case, objection was made by one of the Departments at Washington that neither of the four persons certified for a vacancy appeared to be competent, but one of them was tried and found entirely competent, and each of the other three has since been appointed, and they too appear to be giving satisfaction. So far as experience has gone, it would seem better to adhere to the present rule by giving one of the four a trial. He can be dismissed if found incompetent. The course suggested by the postmaster might open the way to favoritism.

office for effective work furnishes a high standard for comparison, and judged by this standard the new men are found equal in all respects to the best of the new men appointed under the old system."

CHICAGO.—"The applicants for appointments who have been certified by the Board of Examiners have been, as a class, well qualified. * * * Those who have accepted appointments have been fully up in efficiency to the average new appointees under the former system. * * * The effect of the civil service law has been beneficial." He says that about forty per cent. of those appointed to the lowest positions declined by reason of the small salaries allowed.

DETROIT.—"On the whole, I am well pleased with the working of the civil service rules at this office." The postmaster adds that it has been the practice to select the best persons that could be procured, so that the effect at his office is not as perceptible as it might be elsewhere. The allowance for his office compels him to employ young men. He thinks there should be a graded compensation for clerks as for carriers.

MILWAUKEE.—By reason of the rules not being yet familiar to the public, the postmaster says the more intelligent classes cannot be induced to appear for examination, and the successful applicants, especially for clerkships, have been mostly very young men just from the schools. He adds: "However, I believe, as soon as it becomes generally understood what the nature of the examinations is, and that perfect impartiality is shown, we will have no further trouble in the direction indicated. * * * It cannot be expected that such a radical change in the manner of making appointments will be at once understood and appreciated."*

SAINT LOUIS.—"The chief advantage * * * has been in the relief afforded from the importunities of influence, political and social, seeking appointments in which fitness and capacity are frequently ignored or not considered. Similar testimony comes unsought from those whose supposed influence is always solicited in such cases, and who do not hesitate to complain of the annoyance to which they are subjected. * * * The examinations * * * have been entirely within the scope of an ordinary public school education, and, therefore, have disarmed the criticism by which this feature was formerly assailed." He cannot say the service has been better, "but it has been in no degree inferior." He thinks some improvement may be made in the rules, but says, "in my judgment (they) must be extended as their merits are better understood."

KANSAS CITY.—"I am well satisfied with the civil service system at this office. The men appointed to positions under its rules have so far done excellent work, and I have been greatly relieved of the importunities incident to the informal and promiscuous applications for appoint

* This is the only office where the difficulty of securing applicants of the desired class now exists, as it appears to be the only one where formerly there was not an uncomfortable pressure for places.

ment under the former plan." He says the principal objection is that he gets more younger men than is desirable under all circumstances, and wishes more attention given to physical qualifications for letter-carriers.

SAN FRANCISCO.—"The law has worked exceedingly well at this office; much better than expected by me. * * * The tenure of office being reasonably secured to the subordinate clerks they are encouraged to do their duty to the best of their ability. * * * It relieves the head of the office of a great pressure for place, giving him more time to devote to his duties, and makes life more endurable by reason of not being constantly harassed and importuned by a multitude of persons for self or friends." He thinks the system shuts out old soldiers;* that it does not accomplish all that could be desired; that more latitude could be given the appointing power. He cannot say that the new appointees are better or worse than the old ones. He says the present educational test will not always give the best clerks.

WASHINGTON.—Out of fifty who succeeded at the examination at this post-office seventeen have been appointed. Eight of those appointed have already been promoted to first-class clerkships. The postmaster further says, "I have in all cases selected the persons highest on the list of eligibles, and so far have not had occasion to drop any one for incompetency, and am of the opinion that probably all of those selected will be entitled to permanent appointments on the expiration of six months' probation as clerks."

EFFECT IN THE DEPARTMENTS.

Several causes have combined to make the number appointed in the Departments at Washington, during the six months covered by this report, much less than is likely to be the average number for such a period in the future.*

No complaint or suggestion that any person appointed to either Department under the rules has been unsatisfactory has reached the Commission. On the contrary, several of those thus appointed have been promoted during the probationary period. The pressure for places has been materially diminished, but old habits in that regard do not cease the moment they become fruitless. Many doubtless still think that some secret back-door of entrance to the classified service may be found. There has undoubtedly been some inconvenience caused by the introduction of changes so extensive, but this seems to be nearly at an end.

The relief from pressure on the heads of Departments is naturally the one of the practical effects of the new system which is most readily noticed, but it is trifling compared with those results sure to spring from the convictions, rapidly growing in the public mind, that every

* He is probably not aware of the last amendment of the rules in favor of soldiers.

* For example, nearly all the vacancies in one of the Departments have been filled from a Bureau under it—the Census Bureau—the work of which is soon to cease, many of its employes having been found too valuable public servants to be dismissed.

applicant for a place must win his or her own way to it by good character and superior capacity.

It is one of the salutary effects of the new system that it has taken away all the inducements to bring supernumeraries into the service, or even to fill a vacancy without a real necessity of having it filled.

IV.

The leading facts have been presented which illustrate the bearing of the Civil Service Act upon the independence and responsibility of the Legislative and Executive branches of the Government. It is plain that none of the places in the classified service can be promised or filled by executive officers in such a way as to affect confirmations pending in the Senate, appropriations desired from the House, or investigations feared by either body. Members of both houses, relieved of the compromising occupation of office-begging, will have more time for the vast work of legislation, for which, year by year, the sessions of Congress are becoming more and more inadequate.*

It may be hoped that this first step towards a restoration of the constitutional counterpoise and independence of these great branches of the Government, always held so vital in theory, may incline our higher institutions of learning to supply a more adequate teaching in aid of making such counterpoise and independence salutary facts rather than remote ideals in our administration.

It has been an injustice of the past that it has held the political and official classes alone responsible for the patronage system and its abuses. In the future we may hope it will be more clearly seen that false theories and opinions concerning parties and administration, while not the causes of the evils of that system, are the greatest sources of its strength. Those with whom rests the duty of shaping the minds of our youth have a grave responsibility for the pernicious theories which have prevailed. As we are not likely to make fundamental changes in our institutions, all the good which can come from the liberal principles of our Government must spring from its administration. Yet the science or the principles according to which our Federal administration should be carried on, are too rarely made a matter of systematic or thorough instruction.

SUGGESTIONS.

The civil service act provides for such suggestions in the reports of the Commission as it may approve "for the more effectual accomplishment of the purposes of this act."

1. It would seem plain that since the subordinates at the post-offices and customs offices, to which the rules extend, are no longer appointed on the basis of a party test, consistency not less than the efficiency of the service forbids the application of that test for the selection of collectors or postmasters at such offices. Only on that condition can these

* The late President Garfield declared that one-third of the working hours of members, in his time, was required for attending to matters connected with getting offices.

offices be taken out of party politics and become—in fact as they are in legal purpose—mere business agencies of the Government.

2. The new system would be much strengthened by such an amendment of our bribery laws as would bring within them other corrupt considerations for official wrong doing than those which are merely pecuniary. Every corrupt exercise of the power of nomination, promotion, transfer, or confirmation, even though the corrupt consideration may not be “a thing of value,” should surely be an offense under our bribery laws. Laws with this scope have long been enforced in England, and our courts have sometimes appealed to them in aid of punishing official corruption which the bribery laws of this country fail to reach. The civil-service law enacted in the State of New York last winter supplies the deficiency, and the fourteenth section of that act is hereto attached as Appendix No. 8.

In our view no change in the civil service act is now needed for fairly testing the new system. Though the change was great, we are not aware that the public business has been anywhere delayed, that any citizen has been injured, or that any difficulty worthy of notice hinders the continuous enforcement of the act and rules.

The work thus far has occupied the entire time of the Commissioners and has taxed their energies to the utmost. To the grave difficulties which, at the outset attended the organization of a system so new and extensive, have succeeded perplexing questions inseparable from this stage of its enforcement. The devising and revision of many blank forms, the preparation of appropriate series of questions for all kinds of examinations, the correspondence with the heads of the Departments, and so many offices as are affected by the Rules, and with the numerous and widely scattered Boards of Examiners—answering inquiries, interpreting law and rules, and giving instruction for procedures, the revisions of examinations on appeal, and a multitude of daily recurring duties connected with the administration of the rules—all these have taxed the Commission heavily. It entered upon no highway, but has had to make its road as it has advanced. If under such circumstances the Commission has failed in fully meeting the public expectation and demand, it will not occasion surprise. We cannot doubt that the most difficult stage is passed. But it will require some years of careful study and prudent adjustment to carry into full effect the practical methods authorized by the civil service act.

The clerical force of the Commission, however, is inadequate. It has been worked beyond the customary hours of the Departments. At *least* one additional clerk seems indispensable.

The Commission records its high appreciation of the fidelity and efficiency with which every one in its office has performed his work.

In submitting this report it is proper for the Commission to declare that in every stage of its work it has had the constant and unwavering support of the President.

APPENDIX No. 1.

[Chapter 27, Statutes at Large, vol. 22, p. 403.]

AN ACT to regulate and improve the civil service of the United States.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the President is authorized to appoint, by and with the advice and consent of the Senate, three persons, not more than two of whom shall be adherents of the same party, as Civil Service Commissioners, and said three commissioners shall constitute the United States Civil Service Commission. Said commissioners shall hold no other official place under the United States.

The President may remove any commissioner; and any vacancy in the position of commissioner shall be so filled by the President, by and with the advice and consent of the Senate, as to conform to said conditions for the first selection of commissioners.

The commissioners shall each receive a salary of three thousand five hundred dollars a year. And each of said commissioners shall be paid his necessary traveling expenses incurred in the discharge of his duty as a commissioner.

SEC. 2. That it shall be the duty of said commissioners:

FIRST. To aid the President, as he may request, in preparing suitable rules for carrying this act into effect, and when said rules shall have been promulgated it shall be the duty of all officers of the United States in the departments and offices to which any such rules may relate to aid, in all proper ways, in carrying said rules, and any modifications thereof, into effect.

SECOND. And, among other things, said rules shall provide and declare, as nearly as the conditions of good administration will warrant, as follows:

First, for open, competitive examinations for testing the fitness of applicants for the public service now classified or to be classified hereunder. Such examinations shall be practical in their character, and so far as may be shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of the service into which they seek to be appointed.

Second, that all the offices, places, and employments so arranged or to be arranged in classes shall be filled by selections according to grade from among those graded highest as the results of such competitive examinations.

Third, appointments to the public service aforesaid in the departments at Washington shall be apportioned among the several States and Territories and the District of Columbia upon the basis of population as ascertained at the last preceding census. Every application for an examination shall contain, among other things, a statement, under oath, setting forth his or her actual bona fide residence at the time of making the application, as well as how long he or she has been a resident of such place.

Fourth, that there shall be a period of probation before any absolute appointment or employment aforesaid.

Fifth, that no person in the public service is for that reason under any obligations to contribute to any political fund, or to render any

political service, and that he will not be removed or otherwise prejudiced for refusing to do so.

Sixth, that no person in said service has any right to use his official authority or influence to coerce the political action of any person or body.

Seventh, there shall be non-competitive examinations in all proper cases before the commission, when competent persons do not compete, after notice has been given of the existence of the vacancy, under such rules as may be prescribed by the commissioners as to the manner of giving notice.

Eighth, that notice shall be given in writing by the appointing power to said commission of the persons selected for appointment or employment from among those who have been examined, of the place of residence of such persons, of the rejection of any such persons after probation, of transfers, resignations, and removals, and of the date thereof, and a record of the same shall be kept by said commission.

And any necessary exceptions from said eight fundamental provisions of the rules shall be set forth in connection with such rules, and the reasons therefor shall be stated in the annual reports of the commission.

THIRD. Said commission shall, subject to the rules that may be made by the President, make regulations for, and have control of, such examinations, and, through its members or the examiners, it shall supervise and preserve the records of the same; and said commission shall keep minutes of its own proceedings.

FOURTH. Said commission may make investigations concerning the facts, and may report upon all matters touching the enforcement and effects of said rules and regulations, and concerning the action of any examiner or board of examiners hereinafter provided for, and its own subordinates, and those in the public service, in respect to the execution of this act.

FIFTH. Said commission shall make an annual report to the President for transmission to Congress, showing its own action, the rules and regulations and the exceptions thereto in force, the practical effects thereof, and any suggestions it may approve for the more effectual accomplishment of the purposes of this act.

SEC. 3. That said commission is authorized to employ a chief examiner, a part of whose duty it shall be, under its direction, to act with the examining boards, so far as practicable, whether at Washington or elsewhere, and to secure accuracy, uniformity, and justice in all their proceedings, which shall be at all times open to him. The chief examiner shall be entitled to receive a salary at the rate of three thousand dollars a year, and he shall be paid his necessary traveling expenses incurred in the discharge of his duty. The commission shall have a secretary, to be appointed by the President, who shall receive a salary of one thousand six hundred dollars per annum. It may, when necessary, employ a stenographer, and a messenger, who shall be paid, when employed, the former at the rate of one thousand six hundred dollars a year, and the latter at the rate of six hundred dollars a year. The commission shall, at Washington, and in one or more places in each State and Territory where examinations are to take place, designate and select a suitable number of persons, not less than three, in the official service of the United States, residing in said State or Territory, after consulting the head of the department or office in which such persons serve, to be members of boards of examiners, and may at any time substitute any other person in said service living in such State or Territory in the place of any one so selected. Such boards of exam-

iners shall be so located as to make it reasonably convenient and inexpensive for applicants to attend before them; and where there are persons to be examined in any State or Territory, examinations shall be held therein at least twice in each year. It shall be the duty of the collector, postmaster, and other officers of the United States, at any place outside of the District of Columbia where examinations are directed by the President or by said board to be held, to allow the reasonable use of the public buildings for holding such examinations, and in all proper ways to facilitate the same.

SEC. 4. That it shall be the duty of the Secretary of the Interior to cause suitable and convenient rooms and accommodations to be assigned or provided, and to be furnished, heated, and lighted, at the city of Washington, for carrying on the work of said commission and said examinations, and to cause the necessary stationery and other articles to be supplied, and the necessary printing to be done for said commission.

SEC. 5. That any said commissioner, examiner, copyist, or messenger, or any person in the public service who shall willfully and corruptly, by himself or in co-operation with one or more other persons, defeat, deceive, or obstruct any person in respect of his or her right of examination according to any such rules or regulations, or who shall willfully, corruptly, and falsely mark, grade, estimate, or report upon the examination or proper standing of any person examined hereunder, or aid in so doing, or who shall willfully and corruptly make any false representations concerning the same or concerning the person examined, or who shall willfully and corruptly furnish to any person any special or secret information for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed, employed, or promoted, shall for each such offense be deemed guilty of a misdemeanor, and upon conviction thereof, shall be punished by a fine of not less than one hundred dollars, nor more than one thousand dollars, or by imprisonment not less than ten days, nor more than one year, or by both such fine and imprisonment.

SEC. 6. That within sixty days after the passage of this act it shall be the duty of the Secretary of the Treasury, in as near conformity as may be to the classification of certain clerks now existing under the one hundred and sixty-third section of the Revised Statutes, to arrange in classes the several clerks and persons employed by the collector, naval officer, surveyor, and appraisers, or either of them, or being in the public service, at their respective offices in each customs district where the whole number of said clerks and persons shall be all together as many as fifty. And thereafter, from time to time, on the direction of the President, said Secretary shall make the like classification or arrangement of clerks and persons so employed, in connection with any said office or offices, in any other customs district. And, upon like request, and for the purposes of this act, said Secretary shall arrange in one or more of said classes, or of existing classes, any other clerks, agents, or persons employed under his department in any said district not now classified; and every such arrangement and classification upon being made shall be reported to the President.

Second. Within said sixty days it shall be the duty of the Postmaster-General, in general conformity to said one hundred and sixty-third section, to separately arrange in classes the several clerks and persons employed, or in the public service, at each post-office, or under any postmaster of the United States, where the whole number of said clerks and persons shall together amount to as many as fifty. And thereafter, from time to time, on the direction of the President, it shall be the duty of the

Postmaster-General to arrange in like classes the clerks and persons so employed in the postal service in connection with any other post-office; and every such arrangement and classification upon being made shall be reported to the President.

Third. That from time to time said Secretary, the Postmaster-General, and each of the heads of departments mentioned in the one hundred and fifty-eighth section of the Revised Statutes, and each head of an office, shall, on the direction of the President, and for facilitating the execution of this act, respectively revise any then existing classification or arrangement of those in their respective departments and offices, and shall, for the purposes of the examination herein provided for, include in one or more of such classes, so far as practicable, subordinate places, clerks, and officers in the public service pertaining to their respective departments not before classified for examination.

SEC. 7. That after the expiration of six months from the passage of this act no officer or clerk shall be appointed, and no person shall be employed to enter or be promoted in either of the said classes now existing, or that may be arranged hereunder pursuant to said rules, until he has passed an examination, or is shown to be specially exempted from such examination in conformity herewith. But nothing herein contained shall be construed to take from those honorably discharged from the military or naval service any preference conferred by the seventeen hundred and fifty-fourth section of the Revised Statutes, nor to take from the President any authority not inconsistent with this act conferred by the seventeen hundred and fifty-third section of said statutes; nor shall any officer not in the executive branch of the government, or any person merely employed as a laborer or workman, be required to be classified hereunder; nor, unless by direction of the Senate, shall any person who has been nominated for confirmation by the Senate be required to be classified or to pass an examination.

SEC. 8. That no person habitually using intoxicating beverages to excess shall be appointed to, or retained in, any office, appointment, or employment to which the provisions of this act are applicable.

SEC. 9. That whenever there are already two or more members of a family in the public service in the grades covered by this act, no other member of such family shall be eligible to appointment to any of said grades.

SEC. 10. That no recommendation of any person who shall apply for office or place under the provisions of this act which may be given by any Senator or member of the House of Representatives, except as to the character or residence of the applicant, shall be received or considered by any person concerned in making any examination or appointment under this act.

SEC. 11. That no Senator, or Representative, or Territorial Delegate of the Congress, or Senator, Representative, or Delegate elect, or any officer or employee of either of said houses, and no executive, judicial, military, or naval officer of the United States, and no clerk or employee of any department, branch or bureau of the executive, judicial, or military or naval service of the United States, shall, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving, any assessment, subscription, or contribution for any political purpose whatever, from any officer, clerk, or employee of the United States, or any department, branch, or bureau thereof, or from any person receiving any salary or compensation from moneys derived from the Treasury of the United States.

SEC. 12. That no person shall, in any room or building occupied in

the discharge of official duties by any officer or employee of the United States mentioned in this act, or in any navy-yard, fort, or arsenal, solicit in any manner whatever, or receive any contribution of money or any other thing of value for any political purpose whatever.

SEC. 13. No officer or employee of the United States mentioned in this act shall discharge, or promote, or degrade, or in manner change the official rank or compensation of any other officer or employee, or promise or threaten so to do, for giving or withholding or neglecting to make any contribution of money or other valuable thing for any political purpose.

SEC. 14. That no officer, clerk, or other person in the service of the United States shall, directly or indirectly, give or hand over to any other officer, clerk, or person in the service of the United States, or to any Senator or Member of the House of Representatives, or Territorial Delegate, any money or other valuable thing on account of or to be applied to the promotion of any political object whatever.

SEC. 15. That any person who shall be guilty of violating any provision of the four foregoing sections shall be deemed guilty of a misdemeanor, and shall, on conviction thereof, be punished by a fine not exceeding five thousand dollars, or by imprisonment for a term not exceeding three years, or by such fine and imprisonment both, in the discretion of the court.

Approved, January sixteenth, 1883.

APPENDIX No. 2.
CIVIL SERVICE RULES.

In the exercise of the power vested in the President by the Constitution, and by virtue of the 1753d section of the Revised Statutes, and of the civil service act approved January 16, 1883, the following rules for the regulation and improvement of the executive civil service are hereby amended and promulgated:

RULE I.

No person in said service shall use his official authority or influence either to coerce the political action of any person or body or to interfere with any election.

RULE II.

No person in the public service shall for that reason be under any obligation to contribute to any political fund, or to render any political service, and he will not be removed or otherwise prejudiced for refusing to do so.

RULE III.

It shall be the duty of collectors, postmasters, assistant treasurers, naval officers, surveyors, appraisers, and custodians of public buildings, at places where examinations are to be held, to allow and arrange for the reasonable use of suitable rooms in the public buildings in their charge, and for heating, lighting, and furnishing the same, for the purposes of such examinations; and all other executive officers shall in all legal and proper ways facilitate such examinations and the execution of these rules.

RULE IV.

1. All officials connected with any office where, or for which, any examination is to take place, will give the Civil Service Commission, and the chief examiner, such information as may be reasonably required to enable the Commission to select competent and trustworthy examiners; and the examinations by those selected as examiners, and the work incident thereto, will be regarded as a part of the public business to be performed at such office.

2. It shall be the duty of every executive officer promptly to inform the Commission, in writing, of the removal or discharge from the public service of any examiner in his office, or of the inability or refusal of any such examiner to act in that capacity.

RULE V.

There shall be three branches of the service, classified under the civil service act (not including laborers or workmen, or officers required to be confirmed by the Senate), as follows:

1. Those classified in the departments at Washington shall be designated "The Classified Departmental Service."

2. Those classified under any collector, naval officer, surveyor, or appraiser in any customs district, shall be designated "The Classified Customs Service."

3. Those classified under any postmaster at any post office, including that at Washington, shall be designated "The Classified Postal Service."

4. The Classified Customs Service shall embrace the several customs districts where the officials are as many as fifty, now the following: New York City, N. Y.; Boston, Mass.; Philadelphia, Pa.; San Francisco, Cal.; Baltimore, Md.; New Orleans, La.; Chicago, Ill.; Burlington, Vt.; Portland, Me.; Detroit, Mich.; Port Huron, Mich.

5. The Classified Postal Service shall embrace the several post offices where the officials are as many as fifty, now the following: Albany, N. Y.; Baltimore, Md.; Boston, Mass.; Brooklyn, N. Y.; Buffalo, N. Y.; Chicago, Ill.; Cincinnati, Ohio; Cleveland, Ohio; Detroit, Mich.; Indianapolis, Ind.; Kansas City, Mo.; Louisville, Ky.; Milwaukee, Wis.; Newark, N. J.; New Orleans, La.; New York City, N. Y.; Philadelphia, Pa.; Pittsburg, Pa.; Providence, R. I.; Rochester, N. Y.; St. Louis, Mo.; San Francisco, Cal.; Washington, D. C.

RULE VI.

1. There shall be open, competitive examinations for testing the fitness of applicants for admission to the service. Such examinations shall be practical in their character, and, so far as may be, shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of the branch of the service which they seek to enter.

2. There shall, so far as they may be deemed useful, be competitive examinations of a suitable character to test the fitness of persons for promotion in the service.

RULE VII.

1. The general examinations under the first clause of Rule VI for admission to the service shall be limited to the following subjects: 1st. Orthography, penmanship, and copying. 2d. Arithmetic—fundamental rules, fractions, and percentage. 3d. Interest, discount, and elements of book-keeping and of accounts. 4th. Elements of the English language, letter-writing, and the proper construction of sentences. 5th. Elements of the geography, history, and government of the United States.

2. Proficiency in each of these subjects shall be credited in grading the standing of the persons examined in proportion to the value of a knowledge of such subjects in the branch or part of the service which the applicant seeks to enter.

3. No one shall be entitled to be certified for appointment whose standing upon a just grading in the general examination shall be less than sixty-five per centum of complete proficiency in the first three subjects mentioned in this rule, and that measure of proficiency shall be deemed adequate.

4. For places in which a lower degree of education will suffice, the Commission may limit the examinations to less than the five subjects above mentioned; but no person shall be certified for appointment, under this clause, whose grading shall be less than an average of sixty five per centum on such of the first three subjects or parts thereof as the examination may embrace.

5. The Commission may also order examinations upon other subjects of a technical or special character, to test the capacity which may be needed in any part of the Classified Service which requires peculiar information or skill. Examinations hereunder may be competitive or non-competitive, and the maximum limitations of age contained in the twelfth Rule shall not apply to applicants for the same. The application for, and notice of, these special examinations, the records thereof and the certification of those found competent shall be such as the Commission may provide for. After consulting the head of any Department or office, the Commission may from time to time designate, subject to the approval of the President, the positions therein for which applicants may be required to pass this special examination.

RULE VIII.

No question in any examination, or proceeding by, or under, the Commission or examiners, shall call for the expression or disclosure of any political or religious opinion or affiliation, and if such opinion or affiliation be known, no discrimination shall be made by reason thereof by the examiners, the Commission or the appointing power. The Commission and its examiners shall discountenance all disclosure, before either of them, of such opinion by or concerning any applicant for examination or by or concerning any one whose name is on any register awaiting appointment.

RULE IX.

All regular applications for the competitive examinations for admission to the classified service must be made on blanks in a form approved by the Commission. All requests for such blanks, and all applications for examination, must be addressed as follows: 1. If for the Classified Departmental Service, to the U. S. Civil Service Commission, Washington, D. C. 2. If for the Classified Postal Service, to the postmaster under whom service is sought. 3. If for the Classified Customs Service, to the head of either customs office in which service is sought. All officers receiving such applications will indorse thereon the date of the reception thereof and transmit the same to the proper examining board of the district or office where service is sought, or, if in Washington, to the Civil Service Commission.

RULE X.

Every examining board shall keep such records, and such papers on file, and make such reports as the Commission shall require; and any such paper or record in the charge of any examining board or any officer shall at all times be open to examination as the Commission shall direct, and upon its request shall be forwarded to the Commission for inspection and revision.

RULE XI.

Every application, in order to entitle the applicant to appear for examination or to be examined, must state, under oath, the facts on the following subjects: 1. Full name, residence, and post office address. 2. Citizenship. 3. Age. 4. Place of birth. 5. Health and physical capacity for the public service. 6. Right of preference by reason of military or naval service. 7. Previous employment in the public service. 8. Business or employment and residence for the previous five

years. 9. Education. Such other information shall be furnished as the Commission may reasonably require touching the applicant's fitness for the public service. The applicant must also state the number of members of his family in the public service, and where employed, and must also assert that he is not disqualified under section 8 of the civil service act, which is as follows: "That no person habitually using intoxicating beverages to excess shall be appointed to or retained in any office, appointment, or employment to which the provisions of this act are applicable." No person under enlistment in the Army or Navy of the United States shall be examined under these Rules.

RULE XII.

1. Every regular application must be supported by proper certificates of good moral character, health, and physical and mental capacity for doing the public work, the certificates to be in such form and number as the regulations of the Commission shall provide; but no certificate will be received which is inconsistent with the tenth section of the civil service act.

2. No one shall be entitled to be examined for admission to the Classified Postal Service if under sixteen or over thirty-five years of age; or to the Classified Customs Service, or to the Classified Departmental Service, if under eighteen or over forty-five years of age; but no one shall be examined for appointment to any place in the Classified Customs Service except that of clerk or messenger who is under twenty-one years of age; but these limitations of age shall not apply to persons honorably discharged from the military or naval service of the country, who are otherwise duly qualified.

RULE XIII.

1. The date of the reception of all regular applications for the Classified Departmental Service shall be entered of record by the Commission, and of all other regular applications by the proper examining boards of the district or office for which they are made; and applicants when in excess of the number that can be examined at a single examination shall, subject to the needs of apportionment, be notified to appear, in their order on the respective records. But any applicants in the several States and Territories for appointment in the Classified Departmental Service may be notified to appear for examination at any place at which an examination is to be held, whether in any State or Territory, or in Washington, which shall be deemed most convenient for them.

2. The Commission is authorized, in aid of the apportionment among the States and Territories, to hold examinations at places convenient for applicants from different States and Territories, or for those examination districts which it may designate and which the President shall approve.

RULE XIV.

Those examined shall be graded, and shall have their grade marked upon a register after those previously thereon, in the order of their excellence as shown by their examination papers, except that those from the same State or Territory may be entered upon the register together, in the order of relative excellence, to facilitate apportionment. Separate registers may be kept of those seeking to enter any part of the service in which special qualifications are required.

RULE XV.

The Commission may give a certificate to any person examined, stating the grade which such person attained and the proficiency in the several subjects, shown by the markings.

RULE XVI.

1. Whenever any officer having the power of appointment or employment shall so request, there shall be certified to him, by the Commission or the proper examining board, four names for the vacancy specified, to be taken from those graded highest on the proper register of those in his branch of the service and remaining eligible, regard being had to the apportionment of appointments to States and Territories; and from the said four a selection shall be made for the vacancy.

2. These certifications for the service at Washington shall be made in such order as to apportion, as nearly as may be practicable, the original appointments thereto among the States and Territories and the District of Columbia, upon the basis of population as ascertained at the last preceding census.

3. In case the request for any such certification or any law or regulation shall call for those of either sex, the four highest of that sex shall be certified, otherwise sex shall be disregarded in such certification.

4. No person upon any register shall be certified more than four times to the same officer in the customs or postal service, or more than twice to any department at Washington, unless upon request of the appointing officer; nor shall any one remain eligible more than one year upon any register. No person while remaining eligible on any register shall be admitted to a new examination, and no person having failed upon any examination shall within six months thereafter be admitted to another examination without the consent of the Commission. But these restrictions shall not extend to examinations under clause 5 of Rule 7.

5. Any person appointed to or employed in any part of the classified service, after due certification for the same under these rules, who shall be dismissed or separated therefrom without fault or delinquency on his part, may be reappointed or re-employed in the same part or grade of such service at the same office, within eight months next following such dismissal or separation, without further examination.

RULE XVII.

1. Every original appointment or employment in said classified service shall be for the probationary period of six months, at the end of which time, if the conduct and capacity of the person appointed have been found satisfactory, the probationer shall be absolutely appointed or employed; but, otherwise, be deemed out of the service.

2. Every officer under whom any probationer shall serve during any part of the probation provided for by these rules shall carefully observe the quality and value of the service rendered by such probationer, and shall report to the proper appointing officer, in writing, the facts observed by him, showing the character and qualifications of such probationer, and of the service performed by him; and such reports shall be preserved on file.

3. Every false statement knowingly made by any person in his application for examination, and every connivance by him at any false statement made in any certificate which may accompany his application, shall be regarded as good cause for the removal or discharge of such person during his probation.

RULE XVIII.

Every head of a department or office shall notify the Commission of the name of every person appointed to, or employed in, the classified service under him (giving the date of the appointment and the designation of the office or place) from those examined under the Commission; and shall also inform the Commission of the date of

any rejection or final appointment or employment of any probationer, and of the promotion, removal, discharge, resignation, transfer, or death of any such person after probation. Every head of any office in the postal or customs service shall give such information on these subjects to the Board of Examiners for his office as the regulations of the Commission may provide for.

RULE XIX.

There are excepted from examination the following: 1. The confidential clerk or secretary of any head of a department or office. 2. Cashiers of collectors. 3. Cashiers of postmasters. 4. Superintendents of money-order divisions in post-offices. 5. The direct custodians of money for whose fidelity another officer is under official bond; but these exceptions shall not extend to any official below the grade of assistant cashier or teller. 6. Persons employed exclusively in the secret service of the Government, or as translators, or interpreters, or stenographers. 7. Persons whose employment is exclusively professional. 8. Chief clerks, deputy collectors and superintendents, or chiefs of divisions or bureaus. But no person so excepted shall be either transferred, appointed, or promoted, unless to some excepted place, without an examination under the Commission. Promotions may be made without examination in offices where examinations for promotion are not now held, until rules on the subject shall be promulgated.

RULE XX.

If the failure of competent persons to attend and be examined, or the prevalence of contagious disease or other sufficient cause, shall make it impracticable to supply in due season for any appointment the names of persons who have passed a competitive examination, the appointment may be made of a person who has passed a non-competitive examination, which examination the Commission may provide for; but its next report shall give the reason for such resort to non-competitive examination.

RULE XXI.

1. No person shall be promoted, without examination under these rules, from any position for which an examination is not required to any position for which an examination is required under the rules; nor shall any person who has passed only a limited examination under clause 4 of Rule 7, for the lower classes or grades in the departmental or customs service, be promoted within two years after appointment to any position giving a salary of \$1,000, or upwards, without first passing an examination under clause 1 of said rule, and such examination shall not be allowed within the first year after appointment.

2. But a person who has passed the examination under said clause 1, and has accepted a position giving a salary of \$900 or less, shall have the same right of promotion as if originally appointed to a position giving a salary of \$1,000 or more.

3. The Commission may at any time certify for a \$900 or any lower place in the classified service any person upon the register who has passed the examination under clause 1 of Rule 7, if such person does not object before such certification is made.

RULE XXII.

The Civil Service Commission will make appropriate regulations for carrying these rules into effect.

RULE XXIII.

Every violation, by any officer in the executive civil service, of these rules, or of the 11th, 12th, 13th, or 14th section of the civil service act, relating to political assessments, shall be good cause for removal.

[Rules, 6, 7, 8, 11, 13, 16, 18, and 19 were amended and promulgated Nov. 7. Rule 12 was amended and promulgated Dec. 5, 1883. Rule 16 was amended and promulgated Jan. 18, 1884. Present Rule 21 was promulgated Jan. 18, 1884. Former Rule 21 is now 22; and 22 is Rule 23.]

APPENDIX No. 3.

REGULATIONS.

The United States Civil Service Commission, acting under the authority of the Civil Service Act of January 16, 1883, and the rules promulgated by the President, makes the following regulations:

CHIEF EXAMINER.

1. The Chief Examiner shall, as far as practicable, except when otherwise directed by the Commission, attend the examinations held by the several boards of examiners. He shall take care to secure accuracy, uniformity, and justice in all their proceedings, which shall at all times be open to him; but leaving the duty of the examiners, in marking and grading those examined, unimpaired. The Commission will, in its discretion, designate one of its own members, or request the detail of a suitable person, to supervise examinations whenever deemed needful.

2. He shall prepare and submit to the approval of the Commission proper forms and questions. He shall take care that the rules and regulations are complied with, and bring every case of injustice and irregularity observed by him to the attention of the Commission. He shall take such part as the Commission shall assign him in the work at Washington. It shall be his duty to confer, from time to time, with the heads of the postal and customs offices which he officially visits concerning the regularity, sufficiency, and convenience of the examinations for the service under them.

SECRETARY.

3. The Secretary shall keep the minutes of the proceedings of the Commission and have charge of and be responsible for the safe keeping of the books, records, papers, and other property in its office. He shall make the proper certification of those eligible for the Departmental service. He shall generally conduct the correspondence of the Commission and perform such other appropriate duties as it may assign to him.

BOARDS OF EXAMINERS.

4. The general Board of Examiners for the Departmental service shall consist of two persons from the Treasury Department, two from the Post-Office Department, two from the Interior Department, and one from each of the other Departments. But any three members may be designated by the Commission to constitute the acting Examining Board for any examination.

The secretary of the Board of Examiners for the Departmental service shall keep a record of its proceedings and have charge of its papers.

5. In case of examinations to be held at other places than those having the classified service, the Commission will designate an Examining Board for that purpose.

6. For each post-office, the Board of Examiners shall consist of three persons.

7. The Examiners for each customs district shall consist of two persons selected from the office of the collector, and one from each of the other customs offices which are subject to the rules; but if there be no office subject thereto except that of the collector, the three shall be selected from his office.

8. Three Examiners may serve as a Board for conducting any examination; and the Examiners for any customs district will determine which three shall hold any examination, taking care that, if an examination is wholly or mainly for any office, one or more of the examiners from that office shall be on the acting Board. In case of a failure or disagreement as to which three shall be the Board for any examination, the Commission or Chief Examiner shall designate the local examiners who shall serve. In case of the disability or necessary absence of one of the three examiners selected, the other two may conduct the examination.

9. Each Examining Board in the postal and customs service shall select one of its members to serve as secretary, and it shall be his duty to keep a complete record of the proceedings of the Board and of all examinations held. He shall also keep the Record of Applicants and Examinations, and the Register of Persons Eligible for Appointment. He shall have charge of all books and papers belonging to the Board and shall be responsible for their safe-keeping. On application of the proper appointing officer, he shall certify to such officer, in conformity to the rules, the names of the four persons of highest grade remaining on the register. He shall also answer all proper requests for application blanks, and send due notifications to applicants to be examined, and shall give all other notices required to be given by the Board.

10. No examiner or officer serving under the Commission must attempt to control or influence appointments, removals, or promotions.

11. Care must be taken by the examiners not to allow such visitors as they may admit, nor any conversation or other cause, to obstruct or distract those being examined.

12. Examiners must not disclose for public information, unless by consent, the names of those examined, nor more than the general results of examinations.

13. Complaints which show injustice or unfairness on the part of any Examining Board, or any one acting under the Commission, will be considered by the Commission, and if necessary it will revise the marking and grading on the papers, or order a new examination, or otherwise do justice in the premises.

14. The head of each post-office and of each customs office, to which the rules are applicable, should inform the local Board of Examiners of probable vacancies, that examinations for filling them may be held in due season, and should also inform such local Board of the name of every person appointed or employed in the classified service under him (giving the date of the employment or appointment and the designation of the office or place) from those examined under said Board.

15. The Board of Examiners for each office or district must promptly notify the Commission of the need of holding an examination in and for such office or district, and may appoint the time for the same, but subject to any change the Commission may find it necessary to make for

the more convenient and effective discharge of its duty to see that the examinations are accurate, uniform, and just. The notice must state under which clause or clauses of Rule 7 the applicants are to be examined, and must, when practicable, be given at least twenty days before the time appointed therein for the examinations.

EXAMINATIONS.

16. Notices in writing should be mailed to applicants for examination in the postal and customs service at least eight days before the examination, except in cases of non-competitive and special examinations, and they shall clearly specify the place and the time, including the hour, of holding the same.

17. All competitive examinations for admission to the civil service shall be in writing, except that tests of physical qualities or expertness may be added as the Commission shall approve.

18. The examination sheets will be given out in the order of their numbers; each, after the first, being given only when the applicant shall return to the examiners the last sheet taken by him.

19. Not more than ten questions shall be given in any subject of the examination; and, to facilitate the marking, the questions in the same subject shall, as far as practicable, be equal in difficulty. Care shall also be taken that the time allotted for the examination shall be reasonably sufficient for answering the questions.

20. In general no competitive examination should occupy more than five hours, and every Examiner will exercise all due diligence to secure fairness, and to prevent all collusion or fraud in the examinations.

21. The examination papers of each applicant shall be marked only with a number, and his name with his number shall be placed in a sealed envelope which shall not be opened till after his papers are marked.

22. The examination papers shall, so far as practicable, be reviewed by each Examiner separately, and in any case of disagreement the average of the markings, to be made on the papers by all, shall be the final marking on each question, subject to the regulation as to revision.

23. The views of the heads of post-offices and customs offices, as to whether applicants for the several parts of the service under them shall be examined in the five subjects under clause 1 of Rule 7, or only in a less number of subjects under clause 4 of that rule, will be accepted by the Commission so far as its duty to require uniformity, and adequate tests of capacity for doing the public work, will permit.

MARKING AND GRADING.

24. To whichever of the five subjects, or parts thereof, mentioned in Rule 7 a competitive examination may extend, the marking and grading of the applicant upon each is to be conducted in the same way.

25. To determine the Standing of the applicant in any subject, mark and credit each answer in proportion to its completeness and accuracy according to regulations prescribed for each subject; the perfect answer being credited 100. Divide the sum of the credits by the number of questions upon the subject: the quotient will be the applicant's Standing in that subject.

26. To determine whether any applicant has reached an Average Standing of 65 per centum in the first two or the first three subjects, add the figures marking the applicant's Standing in each; divide their

sum by the number of the subjects and the quotient will be the **Average Standing** therein.

27. No applicant is entitled to go upon the Register of those eligible for appointment, whose **Average Standing** upon the first three subjects, or such parts thereof, as are covered by the examination is below 65 per centum; therefore, when the marking and grading have been carried so far as to show such **Average Standing** to be below 65 per centum, they need not be carried farther; and if the examination includes no part of the 4th or 5th subject, such **Average Standing** will be the **General Average** to be entered on the Register.

28. To whatever number of subjects the examination may extend, the **General Average** will be ascertained by dividing the sum of the marking showing the **Standings** in each of the subjects by the number of subjects.

29. Every example, though it be a case of dictation or copying, is regarded as a question under these regulations, and, although only a portion of the topics included in a subject under Rule 7, is embraced in the examination, it will, for the purpose of the marking, be treated as a subject.

The following example illustrates these directions:

[Sum of credits in each subject divided by number of questions gives credit in that subject.]

First subject.	Credit to each question.	Second subject.	Credit to each question.	Third subject.	Credit to each question.	Fourth subject.	Credit to each question.	Fifth subject.	Credit to each question.
Question 1	80	Question 1	40	Question 1	70	Question 1	60	Question 1	60
Question 2	45	Question 2	90	Question 2	45	Question 2	50	Question 2	90
Question 3	71	Question 3	74	Question 3	90	Question 3	35	Question 3	80
Question 4	50	Question 4	56	Question 4	85	Question 4	90		
Question 5	65			Question 5	100	Question 5	100		
Divide credits by number questions.	311		260		390		335		290
	5		4		5		5		8
	62.2		65		78		67		76.66

The grade at which the applicant will go upon the Register, is, therefore—

$$62.2 + 65 + 78 + 67 + 76.66 = 348.86. \quad \frac{348.86}{5} = 69.77.$$

NON-COMPETITIVE EXAMINATIONS UNDER RULE 20.

In case the necessity shall exist at any office or Department for holding a non-competitive examination under Rule 20, the following conditions shall be observed:

30. The Commission shall be immediately notified of such necessity and of the grounds thereof, showing that it is impracticable to supply in due season for any appointment the names of persons who have passed a competitive examination by reason of the failure of competent persons to attend and be examined, or the prevalence of contagious disease, or other sufficient cause.

31. If the Commission shall not disapprove the holding of a non-competitive examination, the Secretary of the Commission at Washington, or of the Examining Board for any post-office or customs district, shall notify

for such examinations any persons whose names may be on the record, as applicants for places analogous to those to be filled, and whom the exigency of time may allow to be notified, not less in number than the vacancies and places to be provided for, nor more than four for each of them.

32. If the number of applicants on the record be insufficient to furnish such supply, then the Examining Board, or in its absence the Secretary, may notify other suitable persons, nominated by said Board or Secretary, upon consultation with the head of the office, who, taken together with said regular applicants notified, shall, if practicable, be not less in number than four to each place to be filled. The persons selected for appointment or employment shall be required to make oath to the proper application paper, before entering upon their official duties.

33. The non-competitive examination shall conform as nearly as practicable, in subjects, questions, and marking, to the competitive examinations of the same grade; but no person shall be appointed under such non-competitive examination whose average standing upon the first three subjects, clause 1, Rule 7, or such parts thereof as may be used, is less than 65 per centum; *Provided*, There are those who pass at or above that grade from whom the places can be filled.

34. The names of all the persons passing the examination shall be certified to the proper officer, and the existing vacancies shall be filled therefrom; but no person by reason of such non-competitive examination shall be appointed at any other time than during such exigency or to any other vacancy or place.

35. A record shall be kept by the local Examining Board, and by the Secretary of the Commission at Washington, of the persons thus notified, examined and appointed, or employed, and copies of notices and the examination papers shall be preserved; and said Board shall after each such examination and appointment make full report to the Civil Service Commission of all the facts.

36. In case a majority of the Commission may not be present, when an examination hereunder may need to be held at Washington, the same may be conducted under the charge of the chief examiner and any two members of the Board of Examiners.

SPECIAL EXAMINATIONS.

37. Special Boards of Examiners will, when deemed necessary, be designated by the Commission for the examinations in special and technical subjects under clause 5, Rule 7, and one or more members of each such Board will be selected from the office or bureau for which the Board is to serve. These special Boards shall be subject to the regulations prescribed by the Commission for the general Examining Boards as far as they are applicable, except as herein otherwise provided.

38. Applications for any special examination must be made in the form prescribed by the Commission, and must be accompanied by certificates as required in the case of ordinary applications. The minimum limitations of age shall be the same as those prescribed by Rule 12 for the several branches of the service, but no maximum limitations shall be required except such as the Commission may from time to time prescribe.

39. Whenever a special examination is to be held, notice in writing, specifying the time and place of the examination, shall be sent to a suitable number of the applicants, in the order of their application for the same, in time to allow their attendance.

40. Each special examination shall embrace the subjects approved by the Commission therefor, after consultation with the head of the office concerned or the Special Examining Board for such office; and shall, as far as appropriate, be conducted under the same general regulations, as to the marking of the examination papers and the grading of the persons examined, as those for ordinary examinations.

41. A special record of applicants and a special register of eligibles shall be kept for each part of the service or office requiring special examinations; and when the Commission, or the proper Examining Board, shall be notified by the appointing officer of a vacancy in such part of the service, certification shall be made to him of the names of the four persons graded highest on the special list of eligibles for the same, or of a less number, if four names do not remain thereon.

42. In case that competent special applicants do not apply, or do not appear for a competitive examination after suitable notice, a non-competitive examination may be held in as near conformity as may be to the regulations provided for non-competitive examinations for admission to the service. For such examination, applicants on the general Record, and persons on the general Register of Eligibles whose application papers claim the special knowledge required, may be notified, and if they appear shall be examined, as if special applicants; but no person so examined shall forfeit his right to the general examinations, or lose his place on any register of eligibles by reason of his special examination.

Adopted, December 10, 1883.

APPENDIX No. 4.
COMMISSIONERS, OFFICERS AND EXAMINERS.

Commissioners.

DORMAN B. EATON.
JOHN M. GREGORY.
LEROY D. THOMAN.

Chief Examiner.

CHARLES LYMAN.

Secretary.

WILLIAM S. ROULHAC.

Stenographer.

JOHN T. DOYLE.

Messenger.

MATHEW F. HOLLORAN.

Departmental Examiners, Washington, D. C.

WILLIAM H. WEBSTER, of Interior Department, *Chairman*.
A. M. JUDSON, of Treasury Department, *Secretary*.
SEVELLON A. BROWN, of State Department.
E. W. CLARK, of Treasury Department.
OLIVER W. LONGAN, of War Department.
T. K. SAILER, of Navy Department.
N. A. C. SMITH, of Post-Office Department.
M. L. HARRISON, of Post-Office Department.
F. L. CAMPBELL,* of Interior Department.
JAMES R. YOUNG, of Department of Justice.

Special Examiners, State Department.

SEVELLON A. BROWN.
THEO. F. DWIGHT.
FRANCIS J. KIECKHOEFER.

Special Examiners, Patent Office, Washington.

ROBERT G. DYRENFORTH.
CHARLES J. KINTNER.
SOLON W. STOCKING.
ROBERT MASON.
FRANKLIN A. SEELY.

Special Examiners, Pension Office.

OTIS G. P. CLARKE.
CALVIN B. WALKER.
ABIEL W. FISHER.

* Weston Flint, appointed January 21, 1884, to succeed F. L. Campbell, resigned.

EXAMINING BOARDS.

AT CUSTOM-HOUSES.

BALTIMORE, MD.

HERNY R. TORBERT.
THOMAS S. PLUMMER.
JOHN P. CARTER.
JOHN R. FELLMAN.
CHARLES L. WILSON.

BOSTON, MASS.

JOHN M. FISKE.
FREDERICK GRANT. •
GEO. O. DAVIS.
GEORGE C. JOSLIN.
HENRY SHERWIN.

BURLINGTON, VT.

JOHN A. ARTHUR.
JERRY E. DICKERMAN.
JOHN F. RICHARDSON.

CHICAGO, ILL.

AUGUSTUS S. CAMPBELL.
FRANK C. GREENE.
CHARLES D. STONE.

DETROIT, MICH.

H. C. CHRISTIANCY.
WILLIAM A. GAVETT.
F. A. BLADES.

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GEORGE L. BLOOMFIELD.
J. M. HOLLAND.
F. W. GIBSON.
T. G. TRACEY.
JOHN WEBER.

NEW YORK, N. Y.

JOHN M. COMSTOCK.
NELSON G. WILLIAMS.
CYRUS A. STEVENS.
HENRY D. STANWOOD.
CHARLES W. MUSGRAVE.

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THOMAS R. EVANS.

PORT HURON, MICH.

FRANK WHIPPLE.
EDGAR G. SPALDING.
GEORGE G. VAN ALSTINE.

PORTLAND, ME.

DAVID MOULTON.
CHARLES W. ROBERTS.
HORATIO HIGHT.
FRANKLIN SAWYER.

SAN FRANCISCO, CAL.

J. FRANK MILLER.
CHARLES C. LEAVITT.
JOHN PATTISON.
NATHAN B. HOYT.
H. F. COOPER.

AT POST-OFFICES.

ALBANY, N. Y.

JOSEPH D. CRAIG.
A. D. SANDFORD.
C. H. ZEILMAN.

BALTIMORE, MD.

MILO V. BAILEY.
WILLIAM H. H. SULTZER.
SYDNEY ADAMS.

BOSTON, MASS.

CHARLES SOULE.
E. S. BARKER.
ALBERT T. STAHL.

BROOKLYN, N. Y.

CHARLES B. MORTON.
WILLIAM B. HOPKINS.
LEWIS E. WIEBE.

BUFFALO, N. Y.

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E. P. UPHAM.
W. D. RAWLINS.

CINCINNATI, OHIO.

ALONZO BURT.
JOSEPH W. KAHLER.
WILBUR DU BOIS.

CLEVELAND, OHIO.

ROBERT HARDING.
A. J. WILLIAMS.
L. M. OVIATT.

DETROIT, MICH.

FREDERICK WOOLFENDEN.
STEPHEN A. GRIGGS.
CHARLES F. SWAN.

INDIANAPOLIS, IND.

P. C. TRUSLER.
R. C. CRAFT.
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KANSAS CITY, MO.

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LOUISVILLE, KY.

E. S. TULEY.
HENRY A. CHITTENDEN.
JOHN HENSELER.

MILWAUKEE, WIS.

HAMILTON SHIDY.
JOHN L. KAINE.
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NEWARK, N. J.

THEODORE F. MERCER.
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CHARLES HUEBNER.

NEW ORLEANS, LA.

C. A. TESSIER.
JOHN H. H. TAYLOR.
HENRY J. CARTER.

NEW YORK, N. Y.

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EDWIN B. GROVE.
EDWARD S. POST.

PHILADELPHIA, PA.

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DUDLEY W. BURCHARD.
FRANCIS A. DAVIES.

PITTSBURGH, PA.

ROBERT OSTERMAIER.
STEPHEN COLLINS.
T. A. BLACKMORE.

PROVIDENCE, R. I.

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CHARLES H. WILLIAMS.
GEORGE M. KENDALL.

ROCHESTER, N. Y.

W. SEWARD WHITTLESEY.
WILLIS G. MITCHELL.
GEORGE F. LODER.

SAINT LOUIS, MO.

J. B. HARLOW.
WARREN P. EDGARTON.
JOHN H. COOKSON.

SAN FRANCISCO, CAL.

WILLIAM C. DOUGHERTY.
BARLOW DYER.
DANIEL S. RICHARDSON.

WASHINGTON CITY.

SEYMOUR W. TULLOCK.
JAMES E. BELL.
H. P. SPRINGER.

APPENDIX No. 5.

The questions below are an example of those used in the grades which fall under the 1st and 4th clauses of Rule 7, known respectively as the general and limited examinations. They are a fair sample of all those used in those grades. It is at one or the other of those grades that fully 95 out of every 100 applicants have been examined under the rules. The questions are frequently varied, indeed almost at every examination, without materially changing their grade, and there are special adaptations of them to various places in the postal and customs offices. For the sake of brevity the ample spaces for the answers on the examination papers are omitted.

GENERAL EXAMINATION UNDER CLAUSE 1 OF RULE 7.

FIRST SUBJECT.

Question No. 1. One of the examiners will distinctly read (at a rate reasonable for copying) fifteen lines from the Civil Service Law or Rules, and each applicant will copy the same below from the reading as it proceeds.

Question No. 2. Write below, at length, the names of fifteen States and fifteen cities of the Union.

Question No. 3. Copy the following, which is section five of the civil service act, in the blank below:

SEC. 5. That any said commissioner, examiner, copyist, or messenger, or any person in the public service who shall willfully and corruptly, by himself or in co-operation with one or more other persons, defeat, deceive, or obstruct any person in respect of his or her right of examination according to any such rules or regulations, or who shall willfully, corruptly, and falsely mark, grade, estimate, or report upon the examination or proper standing of any person examined hereunder, or aid in so doing, or who shall willfully and corruptly make any false representations concerning the same or concerning the person examined, or who shall willfully and corruptly furnish to any person any special or secret information for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed, employed, or promoted, shall for each such offense be deemed guilty of a misdemeanor, and upon conviction thereof, shall be punished by a fine of not less than one hundred dollars, nor more than one thousand dollars, or by imprisonment not less than ten days, nor more than one year, or by both such fine and imprisonment.

SECOND SUBJECT.

Question 1. Multiply 307968 by 490875 and divide the product by 307968. Write in full the operation.

Question 2. Divide three-fourths of eight-ninths by one-seventh of three-fifths and subtract one-seventh from the quotient.

Question 3. Divide one thousand and eight and three one thousandths by three and eight one hundredths, expressing the process in decimal fractions.

Question 4. The compensation of a clerk, beginning June 30, was \$133.33 a calendar month. On the first of October his salary was increased 15 per cent., and so remained until June 1, when it was increased a further amount of three per cent. on the original salary. What was the whole amount payable to the clerk for the year?

Question 5. A commissary suddenly forced to change quarters had on hand 980 bushels of wheat which cost 80 cents per bushel. He sold six per cent. of it at a loss of four per cent. and four per cent. of it at a loss of three per cent. How much was the whole loss incurred by the sale?

THIRD SUBJECT.

Question 1. A note for \$2,647.34 is payable eleven months from date with interest at $3\frac{1}{2}$ per cent. What will be the amount due on the note at maturity? Give all the figures in the operation.

Question 2. A disbursing agent failed, owing the Government one item of \$308.45, another of \$2,901.02. The Government agreed to make a discount of 13 per cent. on the first item and $11\frac{1}{2}$ per cent. on the second. How much was payable under the agreement?

Question 3. June 30, 1880, A gave B a note for \$1,005 payable July 4, 1882, with interest at 4 per cent. May 1, 1882, A paid \$235. What was the amount of principal and interest due B when the note matured?

Question 4. A contractor furnished the Government articles as follows: June 8, 1880, 300 barrels of flour at \$4.50 a barrel, and July 6, 1880, 187 yards of carpet at \$1 a yard. August 4, 1880, 1,000 yards of carpet at 87 cents a yard. The Government paid on account as follows: June 12, 1880, \$1,000; July 10, 1880, \$100; August 4, 1880, \$500. State the dealings between the parties in the form of a debit and credit account, showing the balance due.

FOURTH SUBJECT.

Question 1. Give a definition as full as the space will allow of (1) a verb; (2) a noun; (3) an adverb; (4) an adjective; (5) a preposition; (6) a conjunction; and of (7) the phrase, "the grammar of the English language."

Question 2. Write a letter, addressing it to the President and giving your views, as far as you are willing to express them, in regard to the duties and responsibilities of an officer in the public service which you seek to enter. Let it fill, as nearly as may be, the following space.

FIFTH SUBJECT.

Question 1. Which States extend to or border on the sea or tide water? What is the capital of each of said States?

Question 2. What is meant in our history, (1) by the Colonial period; (2) by the Continental Congress; (3) by the Declaration of Independence; (4) by the Emancipation Proclamation? Let your answers, as nearly as may be, fill this blank.

Question 3. State in general terms, but as particularly as the space below will permit, what are the authority and functions of (1) the Congress of the United States; of (2) the Supreme Court of the United States; of (3) the President of the United States; and give the names of each of the Executive Departments at Washington.

LIMITED EXAMINATION UNDER CLAUSE 4 OF RULE 7.

First subject same as in examination under Clause 1.

SECOND SUBJECT.

DIRECTION.—In case the examiners think that any of the following examples may have been seen by the applicants, they can in the first strike out a line of the figures, and, in the others, change some of the figures without altering the grade of the question.

Question 1. Add the following : Question 2. Find the difference

64379582	between the following numbers :	905127038624
28397346		605138759928
91731625		<hr/>
52613719		
26598421		
53679713		
83576532		
62985274		
79365497		

Question 3. Subtract ten thousand one hundred dollars and six cents from one hundred thousand and seven dollars and five cents, giving all the figures required in the operation.

Question 4. Multiply 7089 by 983.

Question 5. Divide 368506 by 375.

Question 6. When board costs three dollars and seventy-six cents per week what will it cost from March 15 to July 4th?

Question 7. How many times is 17 cents contained in ten thousand dollars and ten cents?

Question 8. There are seven hundred and three dollars to be divided between nine men and three boys. The boys are to have twenty-five dollars and five cents each, the residue is to be equally divided among the men, what is each man's share? Give all the figures involved in the solution.

APPENDIX No. 6.

The following tables show the statistics of the examinations in the three branches of the classified service. These considerations should be borne in mind in considering them:

1. That the ratio of those who fail to those who succeed is likely to be much less when the grade of questions shall be better understood; for the more incompetent will see they have little chance of succeeding. Besides, a better class has appeared at each succeeding examination.

2. It was necessary in the outset to examine a large number to make sure of having those competent to fill every variety of vacancy. Many appointments may be now made without further examinations. The excessive number examined from the District of Columbia was the result of conforming to a rule having an unanticipated effect, which has been since amended.

3. In regard to education, the records of the Commission are defective in not showing how long those who have been at an academy or college have remained at either, nor how many are graduates. If a person has been but a month at an academy or college, he is put under the head of those institutions. The habit of calling so many schools academies, and so many academies colleges, helps to make this unavoidable classification the more misleading.

Table showing numbers of examinations, number of those examined, passed, appointed, age, education, &c., in the Departmental service, Washington.

States, Territories, and District of Columbia.	Number examined.	Male.	Female.	Average age.	Education.			Number passed at 65 per cent. or over.	Number appointed.
					Common school.	Academy.	College.		
Alabama.....	4	2	2	42	2	2	.....	2	2
Arizona Territory.....	1	.....	1	33	.....	1	.....	1	.....
California.....	7	6	1	30	2	2	3	5	1
Colorado.....	4	2	2	37	1	3	.....	2	.....
Connecticut.....	9	3	6	29	4	2	.....	3	1
Dakota Territory.....	2	1	1	29	1	1	.....	1	.....
District of Columbia.....	125	54	71	25	48	53	24	74	3
Delaware.....	1	.....	1	25	1	.....	.....	1	.....
Florida.....	2	.....	2	36	.....	1	1	1	.....
Georgia.....	3	2	1	25	.....	1	2	.....	.....
Illinois.....	24	16	8	31	4	6	14	15	4
Indiana.....	40	29	11	26	15	12	13	18	2
Indian Territory.....	1	1	.....	30	.....	1	.....	.....	.....
Iowa.....	3	2	1	23	1	1	1	3	1
Kansas.....	15	13	2	32	7	2	6	9	2
Kentucky.....	21	16	5	28	4	7	10	13	2
Louisiana.....	6	3	3	34	2	4	.....	3	.....
Maine.....	14	10	4	26	2	11	1	11	2
Maryland.....	66	40	26	26	13	35	18	44	3
Massachusetts.....	36	27	9	30	6	17	13	26	1
Michigan.....	18	12	6	28	3	10	5	10	3
Minnesota.....	7	5	2	36	3	.....	4	4	.....
Mississippi.....	4	3	1	30	2	1	1	1	.....
Missouri.....	15	11	4	34	10	4	1	7	2
Nebraska.....	1	.....	1	25	.....	1	.....	.....	.....

Table showing numbers of examinations, number of those examined, passed, appointed, age, education, &c.—Continued.

States, Territories, and District of Columbia.	Number examined.	Male.	Female.	Average age.	Education.			Number passed at 65 per cent. or over.	Number appointed.
					Common school.	Academy.	College.		
New Hampshire	6	2	4	35	.....	6	.....	3	2
New Jersey	16	7	9	28	5	9	2	10	3
New York	94	65	29	26	20	54	20	50	5
North Carolina	38	26	12	27	2	24	12	19	1
Ohio	64	45	19	32	20	27	17	42	4
Pennsylvania	42	30	12	30	10	22	10	22	5
Rhode Island	6	4	2	42	5	1	.....	1	1
South Carolina	13	11	2	24	1	6	6	9	1
Tennessee	4	1	3	31	2	2	.....	3	.....
Texas	3	1	2	36	.....	3	.....	3	.....
Vermont	5	1	4	28	.....	3	.....	4	.....
Virginia	37	21	16	32	9	23	6	24	3
Washington Territory	1	.....	1	40	.....	.....	1	1	.....
West Virginia	10	13	6	30	7	6	6	10	1
Wisconsin	7	6	1	32	3	3	1	5	2
Total	784	491	293	32	217	366	201	459	53

Table showing numbers of examinations, the number examined, and of those who passed, were appointed, their age, education, &c., in the customs service.

Customs districts in which ex- aminations were held.	Number of examina- tions.	Number examined.	Average age.	How educated.				Number passed at 65 per cent. and over.	Number appointed.				
				In common schools.	In academies.	In college.	In business colleges.		Clerks.		Inspectors.	Night inspect- ors.	Total.
									Males.	Females.			
Baltimore	2	52	35	34	8	9	1	36	.....	.....	1	1	2
Boston	5	83	36	51	7	11	7	46	2	1	.....	.....	3
Burlington	1	4	26	3	.....	.....	1	4	.....	.....	.....	.....	.....
Chicago	2	52	36	29	12	9	2	28	2	.....	11	.....	13
Detroit	1	12	33	7	2	3	.....	7	.....	.....	.....	.....	.....
New Orleans	2	73	33	55	20	6	2	32	1	.....	.....	.....	1
New York	7	349	34	191	111	47	*13	173	11	.....	6	4	21
Philadelphia	1	43	35+	27	5	4	7	24	4	.....	.....	.....	4
Port Huron	1	9	37	6	2	.....	1	9	3	.....	.....	.....	3
Portland	2	63	36	39	15	3	6	42	.....	.....	14	.....	14
San Francisco	3	77	33	62	6	9	.....	65	1	.....	4	3	8
Totals	27	817	34+	504	188	101	140	466	24	1	36	8	69

* Included in other classes.

† Including 1 drug examiner.

‡ 13 included in other classes.

Table showing numbers of examinations, of those examined, and of those who passed, were appointed, their age, education, &c., in the post-offices.

Post-offices at which examinations have been held.	Number of examinations held.	No. of applicants examined.				Average age.		How edu- cated.				Number attain- ing an average of 65 per cent. or over.				Number ap- pointed.				
		Clerks.				Clerks.	Carriers.	In common schools.	In academies.	In colleges.	In business colleges.	Clerks.				Clerks.				
		Males.	Females.	Carriers.	Total.							Males.	Females.	Carriers.	Total.	Males.	Females.	Carriers.	Total.	
Albany.....	4	22	....	15	37	27	28	29	5	2	1	15	....	7	22	..	1	....	2	2
Baltimore.....	2	16	1	40	57	32	29	49	3	1	4	12	1	6	19	1	....	1	2	2
Boston.....	4	56	5	28	89	27	29	84	2	3	....	29	4	16	49	5	....	4	9	6
Brooklyn.....	3	16	....	20	36	32	27	31	....	5	....	11	....	9	20	4	....	2	6	6
Buffalo.....	4	35	....	35	70	27	28	54	12	1	3	20	....	18	38	5	....	2	7	7
Chicago.....	2	51	14	92	157	27	27	124	7	12	14	27	10	44	81	11	....	30	41	41
Cincinnati.....	3	40	8	83	131	29	29	101	10	14	6	27	7	57	91	13	....	10	23	23
Cleveland.....	2	62	3	62	127	30	30	107	16	3	....	33	3	33	69	1	....	15	16	16
Detroit.....	2	29	20	28	77	22	30	54	8	2	13	18	10	11	45	3	1	7	11	11
Indianapolis.....	2	11	1	7	19	24	27	7	7	2	3	9	1	2	12	1	....	1	2	2
Kansas City.....	3	15	2	12	29	25	25	20	5	2	2	12	1	4	17	6	....	3	9	9
Louisville.....	3	14	20	28	62	26	27	46	5	8	3	12	14	23	49	3	1	4	8	8
Milwaukee.....	2	10	19	22	51	24	33	51	....	....	....	6	14	10	30	3	....	6	9	9
Newark.....	2	19	1	20	40	25	30	34	5	1	....	15	....	5	20	2	....	1	3	3
New Orleans.....	3	31	43	26	100	26	26	65	26	7	1	12	15	13	40	7	2	6	15	15
New York*.....	12	163	....	113	276	23	27	241	15	18	2	114	....	60	174	73	....	35	108	108
Philadelphia.....	2	30	3	103	136	27	29	111	14	6	4	10	1	51	62	....	....	20	20	20
Pittsburgh.....	2	33	13	12	58	23	31	42	10	2	4	28	13	4	45	4	....	4	8	8
Providence.....	3	12	2	7	21	26	33	19	1	1	....	4	2	4	10	....	1	1	2	2
Rochester.....	3	4	1	13	18	21	26	12	3	....	3	5	1	6	12	1	....	1	2	2
San Francisco.....	3	22	20	84	126	29	26	89	11	4	22	21	18	70	109	1	1	27	29	29
Saint Louis.....	3	52	9	77	138	26	28	125	6	4	3	19	6	30	55	7	2	17	26	26
Washington City.....	3	40	14	32	86	25	26	56	13	15	2	23	8	19	50	12	....	2	14	14
Totals.....	....	721	199	897	1,941	25	30	1,551	184	113	90	482	135	502	1,119	163	8	201	372	372

* There were also 76 persons examined for porters, of whom 41 passed, and of that number 22 have been appointed.

The whole number examined for the departmental, customs, and postal service has been 3,542.

The number passed at 65 per centum or over has been 2,044.

The number examined having only a common school education has been 2,272.

The number appointed to the service from July 16, 1883, to January 16, 1884, of those examined has been 516.

The average age of all those examined has been thirty-one years.

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APPENDIX No. 7.

Statement showing (1) the number of officers in the several Executive Departments at Washington appointed by the President and confirmed by the Senate, (2) the number not subject to confirmation, whose compensation exceeds \$1,800 per annum, and hence not embraced in the classified service, and (3) the number excepted from examination under Rule XIX.

Names of Departments.	Number appointed by the President and confirmed by the Senate.	Number whose salary exceeds \$1,800, and hence not in classified service.	Number excepted under Rule XIX.	Total.
State Department.....	4	7	4	15
Treasury Department.....	31	112	40	183
War Department.....	1	17	25	43
Navy Department.....	10	8	8	21
Interior Department.....	20	111	35	166
Post-Office Department.....	3	21	20	44
Department of Justice.....	7	12	3	22
Total.....	76	283	135	494

Whole number classified in the Departments, 5,652.

APPENDIX No. 8.

The following is the fourth section of the civil service act of the State of New York passed in 1883. (See New York Laws, 1883, chap. 354.)

Whoever, while holding any public office or in nomination for, or while seeking a nomination or appointment for any office, shall corruptly use, or promise to use, whether directly or indirectly, any official authority or influence (whether then possessed or merely anticipated) in the way of conferring upon any person in securing any office or public employment, or any nomination, confirmation, promotion, or increase of salary, upon the consideration or condition that the vote or political influence or action of the last named person, or any other, shall be given or used in behalf of any candidate, officer, or party, or upon any other corrupt condition or consideration, shall be deemed guilty of bribery or an attempt at bribery. And whoever being a public officer, or having or claiming to have any authority or influence for, or affecting the nomination, public employment, confirmation, promotion, removal, or increase or decrease of salary of any public officer, shall corruptly use, or promise or threaten to use any such authority or influence, directly or indirectly, in order to coerce or persuade the vote or political action of any citizen, or the removal, discharge, or promotion of any officer or public employé, or upon any other corrupt consideration, shall also be guilty of bribery or of an attempt at bribery. And every person found guilty of such bribery or of an attempt to commit the same, as aforesaid, shall, upon conviction thereof, be liable to be punished by a fine of not less than one hundred dollars nor more than three thousand dollars, or to be imprisoned not less than ten days nor more than two years, or to both said fine and said imprisonment in the discretion of the court.

The phrase "public officer" shall be held to include all public officials in this State whether paid directly or indirectly from the public treasury of the State or from that of any political division thereof, by fees or otherwise, and the phrase "public employé" shall be held to include every person not being an officer who is paid from any said treasury.

APPENDIX No. 9.

DEPARTMENT OF STATE,
Washington, February 13, 1884.

To the President:

The civil-service act adopted by Congress in close conformity with the recommendations of your annual messages has not been in operation long enough, and there have not been a sufficient number of vacancies, to permit forming a critical judgment of its working.

But within my observation the change has produced and promises most satisfactory results.

There should be no doubt that the class of applicants who may pass with success the examination required will be fitted for the duties of this Department. Moreover, the pressure of office-seekers and of those recommending them has ceased to tax attention needed for public affairs.

I have no doubt that continued experience gained in the application of the civil-service law will demonstrate its great utility.

I have the honor to be, very respectfully, your obedient servant,
FRED'K T. FRELINGHUYSEN.

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
Washington, D. C., February 13, 1884.

To the President:

SIR: I have the honor of stating that having been asked to submit the views of this Department upon the workings of the civil service act lately enacted, and of the rules promulgated thereunder, I have the honor of presenting the following:

Premising that the number of clerks appointed has as yet been few, and that the probationary term for them has not yet expired, I have to say that thus far the appointments have brought into the public service persons who are up to the average capacity and character, though I am not able to say that they are above it. I am not able to say that there has been developed in the body of the clerks and officers in subordinate position any more energy in the discharge of duty and desire to improve in the ability therefor. Yet I do not mean that it shall be implied from this that there has been heretofore or now a lack in these particulars.

It is beyond doubt that the solicitation for appointments in the Department to places within the classified grades has almost entirely ceased, and is kept up only rarely, and from ignorance that the law has taken power to gratify from the Department; and as a necessary consequence there has been a saving of time to those connected with the appointments to office.

I am not able to say that it will be any more practicable to dismiss from service those who have come into it from a civil service examination, than those who have come into it from personal recommendation or application and by an examination under the former rules of this Department.

There has not been in this Department much pressure for removal of worthy persons, so that other persons, perhaps not worthy, might be

brought into vacant places. So little has there been of that that I am not able to say that it existed to such an extent as to attract my notice to a cessation of it.

In general, I am able to say, that the civil service act, in my judgment, if wisely administered, [would] work beneficially. I do not anticipate that the character, capacity, and efficiency of the clerks obtained will be, on the whole, greater than it was under the system which it has supplanted. There were instances in which that system failed to bring forth a good clerk. There will be, for there are, instances in which the new act has made the same failure. The old system, by its requirement of a preliminary examination, and personal observation of the result thereof, kept out of the service many incompetent persons. The new system will do the same. The merit of the latter is this: that whereas under the former system the applicant was brought to the notice of the appointing power by the special application of some one having an especial interest in him, now it is open to every one, on his own motion, without any favor sought, to offer himself as a competitor, and, if meritorious, to succeed; though I must state one drawback from this, which arises from that provision of the law requiring a proportionate distribution of the appointments among the States and Territories. Consequent upon this, merit is the relief afforded to persons in official or influential position from the importunity of seekers and their friends.

The result is, from my observation of the workings of the law, that it is calculated to be of public benefit.

Very respectfully,

CHAS. J. FOLGER,
Secretary, &c.

WAR DEPARTMENT,
Washington City, February 12, 1884.

To the President:

In response to your verbal inquiry, I have the honor to state that since the going into effect of the civil service law, all appointments in the classified service in this Department have been made under its provisions, and are up to this time twenty-seven in number.

Reports made to me by the chiefs of the Bureaus in which the clerks thus appointed have been employed are to the effect that the persons appointed, omitting several whose appointments are so recent that they have either not reported for duty or have only been at their posts a few days, have proved competent and efficient in the discharge of the duties assigned to them, and have given entire satisfaction. The number of clerks in the classified service of this Department is so great that it could not be expected that those appointed under the civil service law up to this time, however excellent they might be, would have any special influence noticeable in the general working of the Department.

The result of the operation of the law most apparent to myself is the cessation of personal applications for appointments of this character, which, before this law became operative, compelled the head of the Department to give up no inconsiderable portion of each day to their consideration. The benefit of the law in this regard is very great.

I have the honor to be, very respectfully, your obedient servant,
ROBERT T. LINCOLN.

NAVY DEPARTMENT,
Washington, February 13, 1884.

To the President :

I have the honor to state that the good effect of the law in preventing pressure for places, and in giving heads of Departments, Bureaus, and offices their time for the performance of their duties, has been manifest throughout the public service.

Some difficulty has evidently been experienced by the Commission in furnishing sufficiently good material for clerkships, owing to the reluctance of the most competent aspirants to apply for and submit themselves to dreaded examinations, which in the present crowded condition of the larger Departments they have not been confident would be followed by appointments. This reluctance may have led the Commission to adopt too low rather than too high a standard of eligibility in passing upon such applicants as have appeared, and may account for the inferiority of some who have been certified for appointment. But such cases are unquestionably exceptional. The hesitancy of applicants will soon disappear, and the system, after it is fairly and fully in operation, will certainly supply the best men for the duties of the places to be filled. It is too early to form a positive opinion based upon experience concerning its merits or permanent success, and the Navy Department, with a small force of clerks and few vacancies, has had little connection with its workings.

But I believe that the experiment should be persevered in, that it will grow stronger in its actual benefits to the Governmental service and in public favor, and that it should be fairly and cordially sustained by the Executive and Congress.

I am, sir, with great respect, your obedient servant,
WM. E. CHANDLER,
Secretary of the Navy.

POST-OFFICE DEPARTMENT,
OFFICE OF THE POSTMASTER-GENERAL,
Washington, D. C., February 9, 1884.

To the President :

I have the honor to state that four capable and trustworthy clerks have been appointed in this Department of the \$1,000 grade, since the civil service law went into force.

The law has relieved the Department to a marked degree from the importunities of persons seeking positions or of those urging them for appointment.

So far as this Department is concerned, the results of the law have been satisfactory.

Yours, very respectfully,

W. Q. GRESHAM,
Postmaster-General.

DEPARTMENT OF JUSTICE,
Washington, February 8, 1884.

To the President :

In answer to your request, I will say that I do consider that the Civil-Service Commission of the United States has answered a most useful and necessary purpose. It has relieved the Department from

importunities and personal applications that were not only unpleasant to hear but that consumed a great deal of time, and it has advanced the public interest in many particulars. Employments that are clerical, and that can be filled by people because of their fitness and not because of their political attachments or associations or convictions, are bestowed upon worthy and suitable people.

Hereafter the persons who will present themselves for examination no doubt will be better than those who applied first. There was a general impression prevailing that the intention of the Commission was to exact an amount of technical knowledge, which was not usually possessed by ordinary people, and such as was within the immediate reach only of those who were engaged in technical studies. Intelligent, well informed, and proper persons were deterred from presenting themselves, believing that they might be exposed to a scrutiny they could not meet, and which would result in a failure that would be mortifying. As soon as this conceit is dispelled persons of this character will come forward, and the standard of attainment will be higher; but even as it is, men of ordinary fitness are procured, and men of good character.

It has answered another good purpose. Oftentimes the pressure for employment was so great, through political interest, that not only unworthy persons were put forward, but worthy persons were sought to be removed from situations that they well filled, and to remove whom would have been a cruelty and a hardship.

In the Department of Justice there are not many clerks who come within the jurisdiction of the Commission. There has been but one selection made for that Department since the establishment of the Commission, and that person has only been recently selected, and he is under probation. The evidence of his fitness, as furnished to the Commission, and by it communicated to the Department, persuades me to think that this person will prove to be a good selection.

I have arrived at these conclusions in favor of the Commission, and its working, and its usefulness against my former notions. My knowledge of public service, and the proper method of appointing persons to it, was derived mainly from others, and they were persons who had large experience, and through a long life-time of political action had convinced themselves that the system of examination and the exclusion of politics from such appointments was romantic and fantastic. All of these preconceived notions I have abandoned. I have observed the influence of the system in its application to other Departments, and I have learned from others who have enjoyed its benefits enough to convince me that it will be a serious mistake to revoke the law, and readopt the old method.

As I said before, the Department of Justice has but few clerks who will come within the control of the Civil Service Commission; but I have no doubt that as to those few the Department will be benefited and the public service helped by the assistance that will be given to it by this Commission.

Acknowledging thus the necessity and eminent usefulness of the system, I have personally communicated with the Commission, through the Hon. Dorman B. Eaton, and informed them that I would always advise them of any appointment that I proposed to make, and endeavor to live strictly within the law and the rules that have been adopted, so that I might strengthen their hands and aid them in establishing upon a permanent footing this great and necessary reform in the public service.

I have the honor to be, with great respect,

BENJAMIN HARRIS BREWSTER,

Attorney-General

DEPARTMENT OF THE INTERIOR,
Washington, February 12, 1884.

To the President :

I am asked to give my views as to the practical results of the selection of clerks under the provisions of "An act to regulate and improve the civil service of the United States."

Since the 16th day of July last I have not appointed any clerks or copyists in the Interior Department, although a number of vacancies have occurred in the various Bureaus of the Department. At that date there were employed in the Census Office about 175 clerks and copyists, of a superior order. Originally the entire force of the Census Office consisted of about eighteen hundred persons, and as the work advanced there was a necessary reduction in the force; very many were transferred to other Departments of the Government, and some were discharged. It was the rule of the Census Office to keep in its force the most valuable of its clerks, and when this force was reduced to 175 persons, it is doubtful whether there could have been found in the employment of this or any other Government more capable and trustworthy clerks than constituted that force. The careful training and judicious selection had left a very efficient and valuable force. I did not deem it advisable to allow a disciplined force of this character to be lost to the Government, and I therefore, whenever a vacancy occurred in the several Bureaus, anticipating the ultimate discharge of the census force, transferred from the Census Office to such vacancy. This I did with the approval of the Civil Service Commission. I am therefore not able to speak of the advantages of the method of selection provided for in the act over the old system. I have seen, however, a very perceptible diminution of the pressure on the Department for appointments, thus not only allowing the heads of Departments to devote their time to other purposes than that of listening to the importunities of applicants, but also saving Senators and members of Congress from the disagreeable duty of soliciting appointments at the demand of their constituents, even when they knew it was impossible for the head of the Department to comply with their requests.

While these are the only advantages I have seen of the system, I do not wish to be understood as saying that they are its only merits. I am of the opinion that a system of civil service, such as time and experience will enable the Government to perfect, based on the present system, will be of real advantage, and will result in an improved service in all Departments of the Government.

I think the system should have the hearty support of the Executive Departments of the Government.

Very respectfully,

H. M. TELLER,
Secretary.

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FIRST ANNUAL REPORT
OF THE
UNITED STATES CIVIL SERVICE COMMISSION.

SECOND EDITION.

WASHINGTON:
GOVERNMENT PRINTING OFFICE.
JUNE, 1884.

To the Senate and House of Representatives:

In compliance with the act of Congress approved January 16, 1883, entitled "An act to regulate and improve the civil service of the United States," the Civil Service Commission has made to the President its first annual report.

That report is herewith transmitted, together with communications from the heads of the several Executive Departments of the Government, respecting the practical working of the law under which the Commission has been acting.

Upon the good results which that law has already accomplished I congratulate Congress and the people, and I avow my conviction that it will henceforth prove to be of still more signal benefit to the public service.

I heartily commend the zeal and fidelity of the Commissioners and their suggestions for further legislation, and I advise the making of such an appropriation as shall be adequate for their needs.

CHESTER A. ARTHUR.

EXECUTIVE MANSION,

February 29, 1884.

United States Civil Service Commission,

Washington, D. C., February 7, 1884.

SIR:

We have the honor to submit herewith the first annual report of the United States Civil Service Commission, for the year ending January 16, 1884.

**DOERMAN B. EATON,
JOHN M. GREGORY,
LEROY D. THOMAN,**
Commissioners.

The PRESIDENT.

CONTENTS.

	Page.
Rule as to coercion, &c.....	8
Political assessments	9
The first provisions for examinations.....	12
Abuses to be arrested.....	13
Pass examinations	13
Experience of competitive examinations and their character.....	13, 14, 15
The classified service.....	15, 16
The examiners	17
Soldiers and sailors	20
Applications for examination.....	19
Who may compete	20
Subjects of examination	20
Special and technical examinations.....	21
Questions and examinations	22
Marking and grading.....	22
The apportionment.....	23
Residence.....	24
Certifying for appointment	24
Women in the service.....	25
Removals.....	26
Promotions and other exceptions to the rules	27
Probation	24
The Commission no patronage.....	30
Executive patronage diminished.....	30
The common schools and an office-holding class	30
Practical effects in customs and post-offices.	31
Practical effects in the Departments.....	37
Independence of legislative and executive departments.....	38
Suggestions of reform measures.....	38
The civil service law and rules. Appendix No. 1 and 2.....	41 to 51
The civil service regulations. Appendix 3.....	51
Commissioners, officers, and examiners. Appendix 4	57
Examples of questions used. Appendix 5	60
Tables of those examined. Appendix No. 6	63
Tables of Department officers. Appendix No. 7	66
Bribery law of New York. Appendix No. 8	67
Reports from Executive Departments. Appendix 9	68

FIRST ANNUAL REPORT
OF
THE UNITED STATES CIVIL SERVICE COMMISSION.

The first report from a new branch of the executive service, the purpose and methods of which are by many misunderstood, should present all the facts and explanations needed for a correct judgment.

In conformity with the requirement of the civil service act, the rules and regulations in force for carrying it into effect are made a part of this report.* They will be more readily understood if we have in mind the leading provisions of the act itself. Its ultimate purpose is plainly declared in its title, which is, "An act to regulate and improve the civil service of the United States." But, subordinate to that end, several results must be attained which, both in the law and in the rules, appear to be the more direct objects of their provisions.

1. Official authority and influence must no longer be used to impair the freedom of elections or to coerce the political action of citizens.

2. Extortion from those in the public service, whether under the form of political assessments or otherwise, for the purpose of paying the expenses of parties or candidates, must come to an end.

*The act was approved January 16, 1883. It took effect from its passage, though one of its provisions allowed vacancies in the service to be filled, according to the old methods, until July 16; after which none could be filled, within the sphere of its first application, except from among those who had been examined under it. It is the six months from July 16 to January 16, the close of the first year, to which all the appointments herein mentioned refer. The three commissioners nominated by the President, Dorman B. Eaton, of New York, John M. Gregory, of Illinois, and Leroy D. Thoman, of Ohio, were confirmed by the Senate March 1. On the 9th of that month they took the oath of office, and on the same day the first meeting of the Commission was held at Wormley's Hotel, Washington, D. C. Mr. Thoman acted as secretary until June 11, when W. S. Roulhac entered upon his duties as secretary.

Pursuant to a request from the President, the Commission entered at once upon the consideration of the subject of rules, which, after very slight modifications, were approved and promulgated by the President on the 7th day of May. Mr. Charles Lyman entered upon his duties as chief examiner May 12. During that month and the next, the members of the Commission more than once visited every office, except those in California, to which the rules were applicable; first for the purpose of selecting examiners, and next for the supervision of the first examinations. It was essential to have persons examined, marked, graded, and ready for filling all vacancies after July 16. There was no failure or delay in that regard.

3. Selections for the executive service on the basis of official favor and partisan influence must be suppressed by requiring examinations and other adequate tests of character and capacity as the conditions of entering this service.

4. The true responsibility and independence of the legislative and executive departments under the Constitution must be restored and preserved.

I.

The civil service act (section 2, clause 2, sub. 6), referring to the public service at large, declares "that no person in said service has any right to use his official authority or influence to coerce the political action of any person or body."

In making the rules, the President exercised not only the authority conferred by that act and by the Revised Statutes (section 1753,) but also that vested in the Executive by the Constitution. This ample authority, exercised in the spirit of the act, enabled the President to give its purpose a more emphatic and comprehensive expression in the language of the first rule.

The second rule, which declares that no person by reason of being in the employment of the people shall be under any obligation to render any political service, and that he will not be removed or otherwise prejudiced for refusing to do so, is in the same spirit, and may be regarded as a complement of the first rule; the first asserting the right of the private citizen to freedom from the coercion of executive officers, and the second asserting the right of such officers to freedom from the coercion of parties and factions.

The enactment by Congress of the provisions quoted is the highest evidence of grave abuses against which such rules are aimed. It is too early to speak with definiteness of the effects of these rules. The influence of old habits and theories affects conduct long after new standards of duty have been accepted. Though under Rule 23 a violation of either rule is made good cause for removal, the utility of such rules must in some degree rest in their power as precepts; for obviously only gross forms of their violation can be easily proved. The first step towards the protection of all rights is the distinct recognition of them and the public acknowledgment of a duty to protect them. That step at least has been taken. In the face of pledges at once formal and public, it will require more audacity to invade, and there will be a readier courage to defend, the freedom which it is the object of the first two rules to guarantee.

No case of the violation of either, in the particulars referred to, has been laid before the Commission. Whether in the period since the Civil Service rules went into effect there has not been a diminished tendency on the part of Federal officers to meddle with the political action of citizens, and a more vigorous and general condemnation of the

practice by the public, are questions to be decided upon a careful observation of the facts, which are as open to all others as to the members of the Commission.

Those parts of the act and of the rules which forbid political assessments, which prohibit discrimination by reason of political or religious opinions in making appointments (Rule 8) and which compel selections for the public service on the basis of merit instead of favor and influence, strongly support the freedom and justice which it is the special object of the first two rules to maintain.

II.

The provisions of the act (sections 11, 12, 13, 14, and 15) against assessments or other forms of extortion for political purposes from the fears of those whose tenure of office is precarious, prohibit officers and employes paid from the national Treasury becoming the collectors or receivers for such purposes of any part of each other's earnings. They forbid the solicitation or reception of assessments in the offices, navy-yards, forts, or arsenals of the nation. They make penal the discharge, promotion, change of compensation, or any form of degradation of any public servant by reason of any payment or non-payment for such purposes. Their aim is to secure to that class of citizens the real liberty to pay or not to pay, without loss of salary or occupation, of which many of them have long been deprived. Statutory provisions so ample made it unnecessary for the President to do more than to declare his accord with their spirit, and to pledge the exercise of his authority for the same ends. This much is done in Rule 2, taken in connection with Rule 23, which makes any violation of these provisions or of the rules "good cause for removal."

The fifteenth section of the act, moreover, makes the violation of any of these provisions punishable by fine or imprisonment. This fact, as well as the very nature of the subject itself, points to the courts as the most appropriate and efficient bodies for dealing with such offenses. They alone can compel the attendance of witnesses, administer oaths, require the production of papers, and decide upon and enforce adequate punishment.

The Commission has, nevertheless, the duty to bring to the notice of the President, or of other proper executive officers, any information it may have calling for a removal. It may investigate charges. It is required to state in its reports the practical effect of the law and the rules in this as well as in other particulars.

No information calling for such removal has as yet come before the Commission. An investigation now being conducted by the Commission tends to show that the twelfth section of the act has been violated by a private citizen from each of two States, in the form of surreptitiously sending or carrying circulars into the Departments at Washington, by which contributions were solicited from those in the public service in aid of

the political funds of those States, and one or more of the employés in those Departments appears to have assisted in the distribution of these circulars, but apparently without knowing their contents or the purpose of their distribution. We are satisfied that but trifling sums have been secured, and this illegal practice appears to have ceased upon public attention being called to it.

That the threat of these punishments has greatly increased the sense of freedom of those in the public service to pay or not to pay political assessments, and that it has consequently greatly diminished the amount paid, seem to be facts generally recognized.

With a view to more definite statements, we have obtained information from as many as possible of those best informed, mainly in those parts of the country where Federal officials are the most numerous and the collection of assessments has heretofore been most enforced. The conclusions we have reached are as follows:

1. That the amounts for corresponding periods collected from the same number of Federal officers and employés since the act went into effect have not been more than from one-half to one-fourth as much as formerly, and that while a feeling of complete safety in declining to pay is by no means attained, this diminution in the amount collected would otherwise measure the proportion of the whole amounts before secured which was paid by reason of fears of removal or hopes of promotion.

2. That the requests for contributions since the act went into effect have not employed the language of menace or demanded definite amounts or a percentage of salaries, but they have distinctly recognized the freedom of the public servant by appealing to him, not as a member of a class of annual rent-payers, but respectfully, as if he had the same liberty, rights, and duties as any other citizen.

3. That the practice of former years of opening in the great cities, near the public offices, assessment-collection bureaux, to which partisan tax gatherers summoned the clerks and laborers of the Government, and from which they were pursued to their desks and workshops, has been wholly discontinued.

4. These changes, and the undiminished vigor and enthusiasm of parties at the late elections, have made clearer the truths that an office, however humble, is a public trust and not a favor held on condition of an annual rent; and that a party, whether in power or out of power, may not only maintain a vigorous life but may effectively present its just claims for support, without extorting the expenses from those humble servants of the nation who are least able to defend their rights as freemen.

NOTE.—It may be mentioned as one of the indirect effects of the civil service act that, within a few weeks after its passage, a law was enacted in the State of New York with provisions against political assessments even more stringent than those of the act of Congress, and that they extend not only to the public servants of the State but to those of its counties, municipalities, and towns as well.

III.

The most important and exacting duties of the Commission are connected with the examinations and other tests of character and capacity for which the act provides, and which, subject to the rules, it places in charge of the Commission. The examinations are the direct object of several of the rules.

It is the main purpose of the act to establish a system of examinations for ascertaining the fitness of applicants for doing the public work. The new system is to take the place of that vast machinery of patronage, largely based on official favor and social and political influence, which, though materially curtailed in recent years, had long been the most effective means of entering the executive service. In other words, a merit system of office is substituted for a spoils system. There can be no more emphatic evidence that the old system had become intolerable than the passage of the civil service act, by which members of Congress made a patriotic surrender of so much of their patronage. But if we have in mind a few of the worst consequences of the old system, we shall be able to more readily and fairly estimate the appropriateness and practical effects of the act and rules. They were these:

1. A virtual repudiation of the moral and legal duty of the appointing power, to select the most meritorious applicant, and consequently an unjust and despotic denial of the paramount claims of the most worthy.

2. The substitution of superior backing for superior merit as the basis of appointments seriously impaired the independence essential to the constitutional responsibility of executive officers for the proper execution of the laws.

3. Members of Congress, pursued alike by the importunate appeals of those seeking office as a charity and by the clamor and threats of those demanding it as a reward for partisan work, were no longer independent. They were almost forced to devote to office-seeking the time needed for legislation, and to foist incompetent supernumeraries upon the public treasury which it was their special duty to protect.*

4. Despite the large proportion of competent and meritorious persons who found entrance, the bringing in of so many of the political office-begging and office-earning class tended to lower the public service in the estimation of the people, and to obstruct the work of Congress.

5. Such a system caused the people to overlook the important distinction between elective officers and the constitutional advisers of the President, on the one hand, who represent and must deal with political opinions and local interests, and the purely administrative subordinates, on the other, who, representing neither opinions nor interests, should

* In a speech in Congress, in 1870, the late President Garfield used this language: "We press for appointments—we crowd the doors; Senators and Representatives fill the corridors and throng the offices until the business is obstructed, &c. The result is that unworthy persons get places."

do their work in the same manner irrespective of political or religious opinions, whatever party may be in power.

6. The system which thus made party patronage of clerkships at Washington, also made patronage of the subordinate places in the customs-offices and in the larger post-offices, the heads of which are subject to confirmation by the Senate. Selections for these places were dictated by the same influence which controlled confirmations.

The power of confirmation was thus made a dangerous political force in the States and in the elections, tending alike to impair the counterpoise between members of the two houses of Congress and between Federal and State authority.

Congress and the Executive alike, in language of marked directness and significance, have sought to suppress the graver forms of these evils of patronage; Congress by declaring, in the tenth section of the civil service act, "that no recommendation of any person who shall apply for office or place under the provisions of this act, which may be given by any Senator or Member of the House of Representatives," except as to the character or residence of the applicant, shall be received or considered by any person concerned "in making any examination or appointment under this act"; and the President by declaring in the first rule that "official authority or influence shall not be used to coerce the political action of any person or body"; in Rule 8 that "no discrimination shall be made by the appointing power by reason of political or religious opinion or affiliations"; and in Rule 16, that "selections for appointment shall be made from the four highest in grade which shall be certified for appointment on the basis of merit shown on the examinations."

Here we find perhaps the most authoritative and disinterested assertion possible of the untrustworthiness and vicious tendency of all recommendations for appointment.

This, however, was not the first emphatic condemnation by Congress of recommendations and solicitations on the part of its members. Thirty years ago these evils were already so grave that Congress was compelled to seek a remedy and took the first steps toward substituting a merit system for a patronage system. At a much earlier date in Great Britain the same causes had forced the Government to resort to examinations in order to get at real capacity for doing the public work. That older Government had found that no amount of recommendations or solicitation, coming, as they almost always do, from deeply interested parties, could be accepted as reliable evidence. The first examinations were known as *pass* examinations, and were confined to favorites recommended by members of Parliament, lords, bishops, and great politicians, who issued tickets of admission to the examining boards. These examinations kept out the merest dunces among those recommended, but left unbroken the old aristocratic monopoly of the gates of entrance to the examinations. In 1853 and 1855 Congress followed the example of

England by requiring the clerks in the departments at Washington to be arranged in four classes, and forbidding an appointment of those recommended until after a pass examination. However high the recommendations made by members, and however earnest the solicitation made by friends, those laws (now R. S., sec. 164) inexorably required a real test of competency in the form of an examination before an examining board of three persons selected from the department which the applicant was seeking to enter.*

The essential vices of the *pass*-examination system were these:

1. The examinations were not open to all persons apparently qualified, nor even to all such persons belonging to the dominant party, but rather to such of the favorites of the dominant faction of that party as members of Congress and great politicians recommended.

Though the more disinterested and patriotic of those who monopolized patronage brought large numbers into the service who were both capable and worthy, the tendency was strong in favor of the office-begging and office-earning classes.

2. The tenure of the members of the examining boards was too precarious for strong resistance to influence and solicitation, but it should be said to their credit that they sometimes defeated the great officers and politicians who tried to push their favorites past the examinations.

3. These *pass* examinations denied the Government a choice from among the most meritorious applicants. There was no competition or comparison of merits between them, but only the chance of taking a person examined separately, on peril of offending his backers by refusing him.

It was thus inevitable that one of the chief objects of the civil service act and rules should be the re-establishment of the system of free, open, competitive examinations. (See act, sec. 2; Rules 6, 11, 12, and 13.)†

* Between 1872 and 1875 there was a Civil Service Commission appointed by President Grant, and competitive examinations, which, resting upon his authority and upon a meager provision in an appropriation act, were conducted under many embarrassments. But members of Congress were not then prepared to surrender their patronage. In 1874 and 1875 appropriations in aid of the reform were refused, although the President in messages in those years requested appropriations for continuing them, and declared that the results of the competitive system thus far had been to improve the public service, and that he believed they could be made still more beneficial. Though refusing the appropriation, Congress even in that period of reaction did not repeal the clause in the appropriation act nor the laws requiring *pass* examinations. The consequence was that the *pass* examinations were resumed and members of Congress again succeeded to the greater share of the old monopoly of designating those who could be examined.

† It is proper to mention that competitive examinations had had a trial more thorough than those under President Grant, referred to in the last note. The success of that experiment led to the rigid enforcement of such examinations at the custom-house and post-office at New York City (where they had before been tried in a qualified form), in March, 1879. They have been enforced at those offices since that date, and selections for appointment have been exclusively made from among those standing highest in the competitions. So quickly were the good effects apparent that the

COMPETITIVE EXAMINATIONS.

There is nothing in the nature of competitive examinations requiring different subjects or harder questions than those appropriated for pass examinations. But as they require the merits of those seeking appointments to be put in comparison, it is but natural that the competition should raise the standard. At the mere will of the examiners and the departments the pass examinations could have been extended to any subjects however literary or ornamental. But the competitive examinations required by the civil service act are by its terms (section 2, sub. 2, clause 1) required to "be practical in their character, and, so far as may be, (to) relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of the service into which they seek to be appointed." Rule 6 is to the same effect.

The seventh rule enumerates those branches or subjects to which alone all the examinations must be confined, except in the very few cases which fall under the fifth clause of that rule.

There are certain essential conditions of competitive examinations, fully recognized and carefully provided for in the act and rules, which should be borne in mind in estimating their practical effects:

1. Accepting the theory that appointive offices are trusts and places of duty, in the common interest, these examinations treat the claim of every applicant as meritorious and strong in proportion, not to the influence behind him, but to the good character and capacity he tenders in his own person for the salary.

2. They allow, therefore, no monopoly by any party, faction, or officials of the privilege of being examined, but open the examinations to all applicants who, according to the rules, have the apparent qualifications essential in the places they seek irrespective of political or religious opinions or affiliations. (See Rule 8.)

3. To protect that privilege those who make applications in proper form must be notified in the order of the reception of their applications to attend the proper examinations.

4. After being graded according to merit those examined must be certified for appointment in the order of their grade, subject to the

annual message of the President for 1880 commended them to the consideration of Congress. The same beneficial results have continued. For more than fourteen years competitive examinations, based on a much longer trial in a limited sphere, have been enforced, with great public advantage, throughout the administrative service of Great Britain and British India. The intrinsic difficulties attending their first enforcement in Great Britain were far greater than with us, for the reason that such examinations are repugnant to the exclusive spirit and class distinctions of an aristocracy. That change was essentially republican in spirit which compelled the sons of lords, bishops, and the great land-owners to compete side by side with the sons of the humblest classes for admission to the administrative service of their country. The same year (1870) in which a competition of merit was made general, the public schools were by law, for the first time, required to be supported by general taxation.

conditions of apportionment among the States and Territories, required by the second section of the act.

The parts of the public service for which such examinations are appropriate are those in which the applicant's opinions are not qualifications; consequently they are unsuitable to be applied to candidates for elective offices (or to the constitutional advisers of elective officers), an essential part of whose fitness is, that they are the representatives of political opinions or local interests. But competitive examinations are especially useful for places for which the highest qualification is an ability to do the public work, as directed by superior officers, in the same businesslike manner, whatever party may be in power, and whatever may be the political or religious opinions of the citizens most directly affected by the work to be done.

THE CLASSIFIED SERVICE.

It was the part of wisdom in the outset to enforce the new system broadly enough to fairly test its merits without making it so general as to involve serious inconvenience in case of failure. There was need to bear in mind that the greatest opposition from patronage-mongers and partisans would be at the first stages, when the examiners would be the most inexperienced, the Commission most embarrassed by novel questions, and the ill-informed most easily misled. Moreover, the abuses to be suppressed increase in geometrical ratio with the magnitude of the business in the offices and the number of officials required. The head of a small office has ample time to learn the character and capacity of all those seeking appointments, and he need not be ignorant of the conduct of his subordinates. But in the Departments, and larger post-offices, and customs offices, the chief officer can hardly know the merits of more than a small proportion of the applicants. The power and opportunity for intrigue and selfish influence at such offices are dangerously great.

It was plain also that persons nominated for confirmation by the Senate could not with advantage be subjected to examinations, at least without the consent of that body, which has not yet been given. At the other extreme of the Executive service were those employed merely as laborers or workmen, whose examination as to attainments would be as impracticable as it is needless. These considerations suggested the proper limits of the examinations at the outset.

In the Departments at Washington, the classification, already referred to as existing under the Revised Statutes (including all persons receiving salaries of not less than \$900 nor more than \$1,800 per annum), embraced a suitable number for the first examinations in that branch of the service. Those thus included are designated *the classified Departmental service*.*

* The classification existing by law in the Departments when the civil service act was passed, and which covers all places at Washington thus far embraced within the examinations, is inconvenient and misleading. There are various places not classified

A similar classification, as directed by the first and second clauses of the sixth section of the act, was made of the parts of the postal and customs service which the act required to be brought, in the first instance, under the rules, and the portions of the service embraced in the two latter branches are designated, respectively, *the classified postal service* and *the classified customs service*.^{*} These three branches are, in the aggregate, designated *the classified civil service*.

The number of places included in the classified departmental service (at Washington), and consequently to be filled from those certified on the basis of the examinations, is, as nearly as we can ascertain, 5,652.

The classification of the customs offices to which the act at first extends was made by the Secretary of the Treasury on the 26th of March last into five classes, of which those in the lowest receive an annual compensation of \$900, and the highest (excluding those confirmed by the Senate) receiving a salary of \$1,800 or over. The number of places thus classified in the customs service, at the eleven ports and twenty-five customs offices to which it extends, is in all 2,573.

A classification of those in the post-offices to which the act at first extends was made by the Postmaster-General into four classes on the 4th day of April, 1883. The highest class embraces those who receive an annual compensation of \$1,800 or over, and the lowest those who receive a compensation of \$800 or less, but the latter includes no person employed merely as a laborer or workman. The whole number of places embraced within this classification at the twenty-three post-offices (being the largest in the Union) was (January 1, 1883), 5,699.

In the three branches of the classified service, therefore, the number of places to be filled on the basis of competitive examinations is in the aggregate 13,924. The increase, since made, in the classified service carries the number above 14,000.[†]

which seem to come within the principle of the old classification. It is presumed that at the proper time this classification will be extended, and that its lines will be made regular and consistent. One effect of its present deficiency and inconsistency is to be regretted. Persons not well informed—and some within the Departments—seeing certain places really outside the classification, but which should consistently be within it, filled by persons not examined under the Commission, have considered, and in some cases, have informed members of Congress that the rules in such instances are being disregarded. It is believed that no violation of the rules in that regard has taken place. The power and duties of the Commission, so far as relates to examinations, are, by section 2 of the act, confined to the classified service, and do not extend to any employes not classified, whatever the position or duties of such employes.

The right of transfer from place to place in the same Department is given to its head by section 166 of the Revised Statutes, and that right is not taken away by the civil service act. The Commission has neither authority nor responsibility in the matter of such transfer.

^{*} See Rule 5, which shows the post-offices and customs offices thus included.

[†] If we assume the civil service of the United States to embrace in all about 110,000 persons, a large proportion of the whole must be classed as laborers or workmen. There are 48,434 postmasters. Of the remaining 61,566, 4,017 are in the Railway Mail

In the grades above those classified in the Departments at Washington there are 359 officers, of whom 76 are subject to confirmation by the Senate. Of the 5,652 included in that classification only 135 are excepted under Rule 19.

Ample authority is conferred upon the President by the third clause of the sixth section of the act to require the new system to be extended to other parts of the executive service whenever, in the light of the experience gained, the public advantage is likely to be promoted thereby. No further legislation in that direction seems necessary.

But if a more enlightened and independent sentiment, developed among the people, shall hereafter so encourage the President, heads of Departments, and the Senate that they will co-operate in enforcing a joint policy which shall require the selection of chiefs of Bureaus and of postmasters and collectors at the larger offices from among the subordinates at such offices, who would bring business experience rather than partisan activity to those positions, there would be a yet greater extension given to the merit system of office, and a new and salutary ambition would be awakened among subordinates. And beyond that, there would be a great relief from the solicitation and controversy which attend appointments to such positions.

THE EXAMINERS.

The act requires the examiners, other than the chief examiner, to be selected by the Commission from among those in the official service of the United States. It is the principal duty of the chief examiner, under the direction of the Commission, to secure accuracy, uniformity, and justice on the part of all the examiners. He is, in that particular, the executive officer of the Commission. (See Regulations 1 and 2.) For such purposes he has visited, during the past six months, nearly every office to which the rules apply, and most of them more than once. Every such office, including those at San Francisco, has also been visited, and most of them more than once, by one or more members of the Commission. The Commission does not directly conduct examinations or mark or grade those examined, although some of its members have attended a majority of all the examinations held. The Commission is a board of final appeal from all examinations, and as to all complaints concerning marking and grading, or other matters coming within the sphere of its duties. It has also to take care that everywhere the public interest and convenience are regarded in the grade of questions and in the method of the examinations.

Service, and 4,010 are in the Internal Revenue Service outside of Washington. The number in the diplomatic and consular service is also large. To these must be added the officers and clerks of Congress and of all the Federal courts. Those under the rules at the outset embrace, therefore, a very large proportion of the officials to which the competitive system can properly be extended.

The selection of examiners from those in the public service was required by Congress in the interest of economy, as well as to secure examiners who should be familiar with the real needs of the offices for which applicants were to be examined. They are paid no extra compensation. Three examiners, selected at each post-office coming under the rules, serve as a Board for the examination of applicants for that office; and from three to five selected in each customs district to which the rules extend serve as a Board for that district.

For the seven Executive Departments at Washington a common Board of ten is selected, two members of this Board coming from each of the three Departments having the largest number of subordinates, and one from each of the four others. This Board supervises the examinations at Washington for the Departmental service, and marks and grades all persons examined there or elsewhere for that service.

Besides the Boards above named, special ones are selected to examine applicants for places for which special knowledge or skill is required, as draughtsmen, telegraphers, patent examiners, &c.

The Commission used the greatest care in the selection of the examiners, in order to secure gentlemen of candor, good judgment, and conscientiousness, united with a high order of intelligence and practical experience. We wish to bear testimony to the efficient and satisfactory manner in which, without exception, the duties of these Boards have been performed.

The result has shown what those best acquainted with the public service anticipated. It has been made clear that many members of that service, ready to make sacrifices and efforts for its improvement, are glad to welcome such tests for admission as will substitute demonstrated merit for partisan influence and secret favor. We have found ample numbers in the offices fully competent for the administration of a system which they believe will improve alike the reputation and efficiency of that service of which they are a part, and to the honor of which they are justly sensitive. Even if an appropriation could have been secured to pay outside examiners, they would have known far less of the needs of the service, and their employment would have been justly regarded, in the Departments and offices, as an offensive and unwarranted condemnation of the capacity and fidelity of those serving there.

In States and Territories in which no postal or customs examiners are yet required, the examinations of applicants for the Departmental service, unless they prefer to go into some adjoining State, or to attend at Washington, are held under the charge of a Board selected by the Commission from among persons in the Federal service in such States and Territories. Boards of this latter class have already held examinations in North and South Carolina. The need of supplying promptly the wants of the classified postal and customs service caused examinations to be first held in the States to which such classified service extends, but local examinations for the service at Washington are now being extended to other States.

THE APPLICATION FOR EXAMINATION.

To every person requesting to enter the classified service a blank application paper is sent. The filling of this paper is the first step in the applicant's examination. In the proper blanks he gives his name, age, residence, and occupation for each of the past five years, and such other facts in regard to himself and his experience, education, and qualifications as are important to be known. All these statements are made under oath, and are required to be confirmed by the vouchers of not less than three nor more than five persons, who state, in blank certificates on the same sheet, their knowledge of the applicant and their belief of the truth of his statements, and vouch for his character, capacity, and good reputation. No recommendations outside of these vouchers are allowed to be received or considered by the Commission, the examiners, or the appointing officers. (See section 10 of act.)

The application thus filled is returned to the Commission or to the proper Examining Board, and if its statements show that the applicant is regularly vouched for, and that he is entitled by age, health, and citizenship to be examined for the service he seeks, his name is entered upon the proper record, with the date of his application, and his paper is placed on file. When the next examination is held, at a point which seems convenient for him, he is notified to be present.

If the applications on file at any office are in excess of the number that can be examined at one time, the earlier applicants, by Rule 13, are summoned first; except that at Washington the duty of apportionment may require those to be first examined who are from States whose qualified applicants are in deficient numbers. This excludes all preference of applicants through favor or patronage, and is in the spirit of the act, section 5, which makes all willful and corrupt obstruction of the right of examination a criminal offense. The applicants who are in excess of the number that can be examined at one time stand first upon the record to be notified for the next examination. Examinations are held as frequently as the needs of the service require. Thus far all applicants (except some from the District of Columbia, where the number is excessive, and in one or two similar cases outside) have been notified to attend the first examinations held after their applications were received.

The application paper is itself a sort of preliminary examination. It asks the same questions that any wise and experienced business man or appointing officer would desire to ask concerning the circumstances, health, character, and experience of the applicant, and it frequently deters from the examinations unworthy or incompetent persons, who find themselves unable to answer satisfactorily the inquiries proposed, or unwilling to give the information asked for. Of the hungry host of place-seekers, many are weeded out by the necessity of making this sworn statement of their career, while to genuine and worthy applicants it opens the way for the proper statement of their qualifications.

WHO MAY COMPETE.

A competition theoretically perfect would be one in which every person, from any part of the country, could compete for every vacancy. But the needs of the public business, as well as the provisions of the act that the examination shall be practical, and shall fairly test the capacity and fitness needed for discharging the duties of the place sought, require limitations. The qualifications needed for carriers or for weighers, for example, are quite different from those needed for copyists, or for some grades of clerks. Questions appropriate for ordinary clerkships would be unfit tests for telegraphers, or Pension-Office examiners. Provision is therefore made under which the application paper designates the grade or description of places sought; and it follows that the real competition is between all those who seek the same grade or places.

Further than this, the act, by requiring the appointments to the service at Washington to be apportioned among the States, Territories, and the District of Columbia, practically makes the competition between those from the same State or Territory, rather than an inter-State competition. In some cases, perhaps, this State competition may put into the service a person inferior to the one whom the broader competition would have supplied. But it gives to each State and Territory, what it has not yet had, a proportion of the appointments numerically due to its population, and it will unquestionably stimulate education in the States as well as increase the local interest in all matters affecting the administration of the Federal Government.

SOLDIERS AND SAILORS.

Every provision of law favorable to those who have rendered honorable service in the Army or Navy of the United States is preserved in the civil service act and the rules; and in the latter (see Rule XI) these patriotic privileges have been in the matter of age and otherwise somewhat extended. Every person honorably discharged from such service by reason of disability incurred in the line of duty, if he shall exhibit the measure of capacity found to be essential in the civil service, is allowed a preference.

SUBJECTS FOR EXAMINATION.

The branches embraced in the general examinations for ordinary clerkships and other places of the same grade, are given in Rule 7. In none of these branches do the questions go further than is covered by the ordinary instruction in the common schools of the country. A limited examination is provided under Clause 4 of Rule 7, for copyists, messengers, carriers, night inspectors, and other employes of similar grades, including only a part of the branches above named, the subjects and questions being varied in number and grade to meet the require-

ments of the different parts of the service. This allows persons of only limited attainments to secure the positions for which they are competent. The common-school education must have been exceedingly defective which does not enable one to pass this examination.

It will be noticed that, even in the general or higher grade of examination, under Clause I of Rule 1, proficiency in the first three subjects secures eligibility for appointment. Therefore failure in the last two will exclude no one from the service, though a good standing therein raises the grade of the applicant and gives him the better chances for an appointment.

If any shall notice with regret that only common-school education is exacted for entering the public service at the higher grade, and that thus only small direct reward is offered to academic and college learning, it may be remembered, on the other hand, that both by rewarding excellence in the common schools and by barring out corrupt influence from public office, learning of every grade, and good character and manly effort in every position are stimulated and strengthened. The common schools are the gates to the academies and the academies are the gates to the colleges.

It should always be a paramount object to keep the public service freely open to as many of the people as have the ability and information needed for doing its work. The best informed and most meritorious of those who enter it will be likely to win the higher prizes through promotion when once the merit system for admission shall be fairly established. And though the higher education is not necessary in order to gain admission to the public service, it will nevertheless prove its value in the mastery of the principles and methods of that service, and so gain higher consideration, and give increased power to those who possess it.

SPECIAL AND TECHNICAL EXAMINATIONS.

While only the common-school education is required of the applicant for the ordinary clerkships and subordinate places in the classified service, there are other places, comparatively few in number, for which higher qualifications are requisite. Among these are clerkships in the State Department, which demand some knowledge of modern languages and of other special subjects; assistant examiners, draughtsmen, and other places requiring technical knowledge or skill, in the Patent Office; pension examiners and other clerkships in several Departments requiring some knowledge of law; draughtsmen and other employés in the Supervising Architect's Office and Engineer Department and employés in other technical or scientific Bureaus or divisions of the service. Rule 7, Clause 5, provides for the special examinations for such places. Special Boards of Examiners have already been designated in the State Department, the Patent Office, and the Pension Bureau. Special examinations have been held of a telegrapher for the Department of Justice, and a

topographic draughtsman for the Engineer Department. These two examinations were non-competitive, the need of filling the vacancies being urgent, and only one applicant offering in each case. They are the only non-competitive examinations which have thus far been held under the rules.

QUESTIONS AND EXAMINATIONS.

In order to secure uniformity and justice, the questions for the examinations are almost invariably prepared by the Commission, those for any Examining Board outside of Washington being forwarded for its use just before an examination is to be held. They are printed upon sheets with adequate space below each question for writing the answer or solution. The applicant gets his first knowledge of the questions as the sheets are given him, one after the other as his work advances, at his examination table. The examinations are open to such spectators as can be accommodated without interfering with the quiet due to those being examined, but the answers are not exhibited without the consent of the person who wrote them. The question sheets, with the answers thereon, are preserved as a part of the permanent records of the Commission, so that the fairness of the marking and grading can be tested as well a year as a week after they are made. In Appendix No. 5 are given examples (except that for brevity the answer spaces are omitted) of the several grades of questions, being the same actually used on several of the general and limited examinations, and they are a fair specimen of the average character of the whole. It is hardly necessary to add that, except in the very few examinations needed for places requiring technical or scientific knowledge, no questions more difficult have been used. The examples in arithmetic do not go beyond the needs of the public business. Every question in geography, history, or government is confined to that of the United States. Not a word of a foreign language, nor a technical term of art or science, nor any example in algebra, geometry, or trigonometry has been employed in any one of the general or limited examinations, and these examinations alone are used for at least ninety-five out of every hundred places within the classified service.

MARKING AND GRADING.

The rules and regulations contain sufficient explanation of the methods pursued in marking and grading. That work is done by the Boards of Examiners, and while doing it they do not know whose papers they are marking.* (See Regulation 21.) This saves the examiners from bias and from suspicion of partiality.

* At the smaller offices those examined may, by handwriting or otherwise, be known to the examiners, but in such offices the temptations to injustice are less, and no complaint of that nature has been made to the Commission.

The grave responsibility and the guarantees of fairness under which the markings and gradings are made are to be found in the penal clause of the fifth section of the act and in Rules 8 and 23.

It has been found practicable to attain a high degree of uniformity and certainty in these markings, and the appeals to the Commission for their revision have been very small in proportion to the numbers examined, hardly two cases in a hundred.

So much uniformity, however, has not been attained without much care. In the first attempts some diversity in applying the standards for marking and grading was perhaps inevitable between the different local Boards. But the same standard was applied to all those examined for the same office, thus avoiding all injustice.

The example in marking and grading, given in the regulations, sufficiently illustrates the method. It will be seen that a failure in one question, or even failures in several of the fifteen to thirty questions, need not prevent the applicant's securing the required grade. High proficiency in one subject may cover deficiencies in others; therefore, ability to get into the service can in no case depend upon an answer to any one or two questions, or even entirely upon the information shown upon any one subject. Yet it should be said that bad penmanship seriously threatens failure in competing for positions as copyists, or for clerkships of the lower grade, where penmanship is especially important.

THE APPORTIONMENT.

The apportionment of new appointments at Washington is to be made to States and Territories according to population, as ascertained at the last preceding census. The number that will fall to any one of them within a year cannot be accurately known, because the whole number of vacancies is not known beforehand. Following the apportionment of representation in Congress, which is also based upon population as ascertained at the last census, the certification to fill vacancies is made as nearly as possible in the same ratio. It may not be at any moment mathematically exact, but in the year will be as nearly complete as the appearance of proper persons from the several States and Territories will allow.

It will be noticed that the appointments already made to the service have been made from twenty-six States and Territories.*

RESIDENCE.

In the application paper the residence of all applicants must be stated under oath. The question whether legal or mere temporary residence is intended arises under this law as well as under so many

* From the District of Columbia there have been two appointments in excess, which resulted from an unanticipated selection of more than one from a single certification to a Department, a thing not likely to happen again.

others, but the Commission assume that legal residence is meant by the act. If mere present residence should be treated as the intention of the act, an applicant might fix such residence in any State to which he may go perhaps for the very purpose.

The custom of officers of the Government retaining for years a legal residence in the States from which they came, leads others not in Government employ to suppose that they too may continue to claim a legal residence in the States in which they or their parents formerly lived, though they may long since have established permanent homes here.

It is natural that at the seat of Government a large excess of applicants for the public service shall be found. Under the old system the District of Columbia supplied numbers of clerks greatly disproportioned to its population. The requirement by Congress that new appointments shall be apportioned to the States and Territories on the basis of population, has diminished the chances of residents of Washington to secure Government places in the same ratio that it has increased the chances of those who reside elsewhere.

CERTIFYING FOR APPOINTMENT.

Those who have attained a grade showing fitness for appointment at Washington are placed upon the proper registers kept by the Commission, for the service there; and at other places by the Examining Board at each place. (See Rules 13, 14, and 16, and Regulations 4 to 10.) These registers are permanent books of record showing the age, grade, residence, date of entry thereon as eligible for appointment for all parts and grades of the service. When a vacancy occurs at Washington, the Commission, and when at a post-office or customs office the Examining Board for the same, certifies from the proper register four persons who are graded highest among those entered thereon for the grade or part of the service in which the vacancy exists. In the latter offices, where no apportionment is required, the four graded highest must in every case be certified. At Washington, the Commission takes the four names from the list of those from one or more States (having names upon the register) which have the strongest claim on the basis of the apportionment. But the highest in grade, from the State or States which have such claim, must be taken; and the whole action in that regard appears of record. The grade is won by the applicant himself. The order of selection is fixed by the law and the rules. This excludes both favor and patronage.

The need of certifying as many as four is twofold:

First. The appointing power, conferred by Congress upon the heads of Departments under the strict terms of the Constitution, is a power of choice—a right of selection for appointment from among several. That opportunity of choice is inseparable from the power itself. On the other hand, it is the duty of the appointing officer to use that right of choice by selecting the most worthy and capable. Congress may by

law facilitate such exercise of that right by a system which brings to the notice of the appointing officers persons proved to be both capable and of good character, together with the evidence of such facts. From these it may require the appointment to be made. To aid the appointing power in that way, and not to weaken it, is the principal object of the examinations. Congress and the Executive co-operated in aid of doing what the appointing officers have found it impossible to do alone. The laws of 1853 and 1855 affirmed the same principal by allowing no one to be appointed who had not been examined.*

Second. Inasmuch as the head of the Department knows best the kind of excellence needed in a particular vacancy, he is allowed a choice among several. A choice between four seems to preserve the authority of the appointing power, and to allow a sufficient variety of capacity for answering the needs of the public business. For both these reasons a requirement that the applicant graded highest be taken would be indefensible.

In a vast majority of cases we have reason to think that those certified were at that date unknown to the appointing officers. It is the evident duty of the appointing officer to select the most fit of the four certified, and in the great majority of cases the highest in grade among the four certified has been appointed.

WOMEN IN THE SERVICE.

Nowhere on the part of the Commission or its subordinates is there any favor or disadvantage allowed by reason of sex. Only under free, open, competitive examinations have the worthiest women the opportunities, and the Government the protection, which arise from allowing character and capacity to win the precedence and the places their due. The need for political influence or for importunate solicitation, especially disagreeable to women, for securing appointments in the classified service exists no longer.

Rule 16, clause 3, controls the certification of women for appointment so completely that the Commission has no discretion on the subject. The law in force before the passage of the civil service act gave the heads of Departments authority to decide when women are required or can be accepted. Both the civil service act and the rules leave that authority unimpaired.

In order to prevent disappointment we ought to add that, perhaps because the examinations naturally appeal to the hopes and the ambition of women, a greater number of them, in proportion to the places treated by the Departments as open to their sex, have been examined, and hence the number of women waiting to be certified is large in a like ratio.

* Several years before the passage of the civil service act, the then Attorney-General held that the right of choice might be limited to three.

REMOVALS.

The power of removal and its exercise for just reasons are essential both to the discipline and the efficiency of the public service. A life tenure would be indefensible.

The civil service act and rules leave the authority and duty of removal undisturbed, with this exception, that the second rule forbids a removal for refusing to perform a political service or to pay a political assessment, and the last rule adds every violation of either rule or of the provisions of the act against assessments to the good causes for removal which existed before. The act and rules have greatly diminished the pressure upon appointing officers for removals, and have taken from them the temptation to make removals of their own motion for the mere purpose of making a vacancy for a favorite. Many removals, and those the most indefensible in former years, were unquestionably made not because the person removed was not a useful public servant, but because some powerful influence was to be conciliated, some friend was to be gratified, or some dangerous enemy was to be placated by putting a particular person in the vacancy.

Nevertheless, save in the particulars mentioned, the power to remove for even the most partisan and selfish reasons remains unchanged. The changes are only in the opportunity of filling the vacancy with favorites and henchmen, and in the greater peril from a frowning, hostile public opinion.

Whether this taking away of such causes for removals will keep meritorious officials longer in their places will depend upon the question whether an administration is more anxious to promote the interests of the people, or to bribe elections by patronage and appease the clamors of partisans by making vacancies. It is still possible to promise the spoils of a hundred thousand offices as the rewards of party victory in a national canvass. It is still possible to remove every person in the classified service once in four years or once in four months. But the vacancies can be filled only by those, who irrespective of party, demonstrate superiority in free, open competition of character and capacity.

It is worthy of notice that any loss of patronage and profits which may result from the enforcement of a merit system will fall not very unequally upon both the great parties. The spoils system, upon the theory of its friends, opens three sources of strength. (1) Extortion from Federal officials, under fear of removal by the party in power, of vast sums for its campaign expenses. (2) Servile work for that party by all these officials enforced by the same fear. (3) The promise of places made to outsiders as the reward of work and contributions for carrying elections. Manifestly the first two of these sources of strength, and perhaps the most effective on that theory, are the loss and sacrifice of the party in power alone. It makes that sacrifice on the very threshold of reform.

It is not, however, so generally seen that the third surrender is, on that theory, the common loss of both parties. Yet such is the fact; for a party in power, after secretly assuring all its subordinates who are effective workers that their best efforts for the party will make them safe, can, on the methods of that system, make proclamation just as effectively and corruptly as the other party to the office-seeking class that three or four thousand places will be the prizes of the most effective workers and contributors for the elections.*

PROMOTIONS AND OTHER EXCEPTIONS FROM THE RULES.

Rule 19, recognizing needs in the public service familiar to those acquainted with the conditions of good administration, allows the applicants for certain places to be appointed without examination. The confidential or fiduciary relations sustained by those who fill some of these places, the occasional need of employing persons of professional standing or of peculiar capacity in others, and the lack of temptation for disregarding the public interests in filling others, are the reasons for all but one of these exceptions.

The entire exceptions (aside from that relating to promotions) cover but few places—not exceeding 135 in all the Departments at Washington; and in the postal and customs services the ratio of excepted places is smaller still.

The exception of examinations for promotion requires further notice. The need of caution in making the great changes which a new system involved, together with the fact that the commission had too much work at the outset, were perhaps in themselves adequate reasons for not dealing at once with the difficult subject of promotions. The act, moreover, recognizes the value of examinations as far greater for entering the service than for rising in it. It leaves their extension to promotions in the discretion of the President.

The difference between the value of competitive examinations for ad-

* This application of the spoils system is not a mere theory. It has been successfully made in the State of New York, where the spoils system was first, and has been, most effectively enforced. When Draper, a Republican, was collector at the port of New York, he removed a subordinate as often as every third day for a whole year. When Smyth, another Republican, succeeded Draper as collector in 1866 he removed 830 of his 903 Republican subordinates at the average rate of three every four days. When Grinnell, another Republican, succeeded Smyth as collector in 1869 he removed 510 out of his 892 Republican subordinates in sixteen months. When Murphy, another Republican, succeeded Grinnell as collector in 1870 he removed Republicans at the rate of three every five days until 338 had been cast out. It was the expectation of such spoils which gave each candidate for collector the party strength which secured his confirmation. Thus, during a period of five years in succession, collectors, all belonging to one party, for the purpose of patronage, made removals at a single office of members of their own party more frequently than at the rate of one every day. In 1,565 secular days 1,678 such removals were made. Upon the appointment of Mr. Arthur as collector in 1871 he put an end to this disgraceful proscription.

mission and for promotion is plain enough. The applicant for original entrance to the service is a stranger to the head of the office and ignorant of its duties. But those who seek promotion are well known to the head of the bureau or office. They have served under his own eyes. No one knows so well as he their capacity or the qualifications needed in the vacant place. They are seeking places of authority where discretion, a sense of justice, facility in arranging and dispatching business, capacity for discipline and for command are not only the most essential qualifications, but are the most difficult of all to be tested by examinations.

Yet there are parts of the service in which examination for promotion may be of great advantage.

The principal causes of unjust promotions, in the absence of examinations, are (1) importunate solicitations and coercive influence from the outside; and (2) prejudice, favoritism, or corruption on the part of the appointing officers. We need not stop to inquire which class of these abuses is the most frequent or pernicious. The first thing essential is a real liberty of choice on the part of the appointing officers to promote the most worthy. Then we can deal with prejudice and favoritism within the offices. We can then also consider the relative claims of superior capacity, seniority, and well-tested fidelity, which help to complicate the whole subject of promotions and require the most careful consideration.

The outside interference is far more indefensible, if not more pernicious, in regard to promotions than in regard to original admissions. For the importunate backer of a new man may perhaps know something of the merits of the friend he pushes; but it is sheer presumption for an outsider, ignorant as he must be of the duties of those in a bureau, to assume to instruct the officer at the head as to the merits of those who have served under him for years. Nevertheless, and in plain repugnance to the spirit of the tenth section of the civil service act, the duty of promoting is now seriously embarrassed by solicitations and the coercive influence of persons having no right of interference, nor means of judging of the usefulness of the candidate. In some of the best governed countries such intrusion in behalf of a favorite has not only been condemned by regulations, but the favorite is himself treated as the secret promoter of the intervention. He is therefore held ineligible for promotion until he has purged himself of the connivance of which he is assumed to be guilty. Here is a great step towards freedom of choice by the appointing power in the matter of promotions.

Members of Congress have set a self-denying and patriotic example, in the same spirit, in the tenth section of the civil service act which in substance, and it would seem, in legal effect, forbids every appointing officer receiving or considering any recommendation on the part of a member of Congress except as to character or residence. In law, a promotion is in a certain sense an appointment. If others having no duty

in the matter would follow this example of forbearance, it might be made almost as practicable for any one to rise in the service, as it now is for any one to enter it, on personal merit.

PROBATION.

The rules provide for a probationary service of six months before any absolute appointment can be made. At the end of this time the appointee goes out of the service unless then reappointed. During the probation, the character of the service rendered by the probationer and his fidelity are carefully observed, as the question of a permanent appointment depends upon them.

The probation is a practical scrutiny continued through six months in the very work which the applicant is to do. In this part of the system candid persons will find a sufficient answer to the common and oft-repeated objections based on the assumption that no merely literary examination can show all the qualities required in a good officer. Nobody pretends that an examination in any branch of learning is an adequate test of business capacity. Congress clearly recognized its inadequacy, and therefore provided that in all cases "there shall be a period of probation before any absolute appointment or employment." Instead of this practical test being foreign to the competitive system, it is original with that system and is everywhere an important part of it.

It has been shown, moreover, upon each of the several trials of competitive examinations that in a large majority of instances the superior men in the competitions are also the superior men in the public work. The proportion, among very bright minds, of those who have good business capacity is at least as great as the proportion of those having that capacity among men of very dull minds. Between these extremes, they who excel in the schools do so by reason of the fidelity, patient labor, and good habits—qualities which also fit them for the public service.

Probation, in its short trial under the Civil Service act, has borne testimony to these antecedent probabilities, proving that the best men for the work of the Government, in the class which seeks to enter its service, are to be found among those who stand highest in the examinations. The first person to enter the public service anywhere under the present rules—a young man at the post-office at Saint Louis—was the first in the competition, and he was the first to be promoted for merit at the end of his probation. The first person appointed under the rules to a department at Washington, was a lady who stood first on the competitive list of her sex. Her practical capacity has proved to be as excellent as her attainments.

THE COMMISSION HAS NO PATRONAGE.

After so full an explanation of the new methods, it would seem superfluous to add that the Commission does not dispense patronage, and

that it has no power or opportunity to influence appointments or promotions, but it receives many letters which show that the writers think otherwise. This misunderstanding arises from the old system, which made the belief almost universal that all appointments and promotions go by favor or influence.

Even if it be conceded that a Commissioner might be dishonest and bold enough to violate the eighth rule, and to incur the severe penalties of the fifth section of the act, for party or personal ends, it is plain that no applicant could be unjustly refused an examination, that none could be notified for examination, or certified for appointment, out of the proper order, without the knowledge of the three Commissioners and the secretary, of whom two are adherents of one party and two of the other. The facts are that of the 3,542 of persons who have been examined, the politics of not one has been known to either Commissioner at the time of his examination (except in the case of four or five personally known to one of the Commissioners), and that the politics of neither of those who have been appointed was known to either Commissioner at the time the certification was made.*

EXECUTIVE PATRONAGE DIMINISHED.

Before the Civil Service act was passed the 14,000 places now classified were filled at the discretion of executive officers. If members of Congress had usurped the control of many of them, that fact did not make the filling of them less effective for the dominant party. The tenure of every place was the continuance of executive favor.

Under the merit system the consent of no executive officer is needed to give access to the examinations. The marking and grading which the applicant earns for himself compel his certification for appointment in the order of merit and apportionment. The mere opportunity of selecting one from four amounts to nothing in the way of patronage. It may fairly be said, therefore, that those thus entering the public service have put *themselves* into office. The places they fill are not only taken out of the patronage of the party in power, but they are taken out of patronage absolutely. They are made the prizes which merit earns for itself. Every place added to the classified Civil Service is a diminution of executive patronage, and of the spoils which a party in power may award to its camp-followers.

THE COMMON SCHOOLS AND AN OFFICE-HOLDING CLASS.

The means by which, as we have seen, competitive examinations are surely breaking up the class monopoly of patronage, are equally certain

* The letters received by the Commission indicate that there are some persons who have not taken notice that no influence is needed to enable any applicant to secure an examination, and others seem to think that the proper order of certification for appointments may be changed by solicitation, and therefore appeal to third persons to assist them. It is hardly necessary to say that such intervention of third parties is as unnecessary as it must be unavailing.

to prevent the growth of class monopoly or bureaucracy in the future. Under free competition no officer can award places to his favorites; no party can either make its platform a test for office-holding or exclude from the service the adherents of the other party.

The political opinions, the social standing, the occupations, the sympathies and theories of those who enter the classified service will be as varied as the character, the pursuits, and the feelings of that vast citizenship from which applicants now spontaneously seek the examinations and win their way to the offices. Once in office, they will be free, by reason of the manner in which it was secured, to discharge those political duties and co-operate in manly and honest ways within their party, as becomes every citizen of a republic.

It appears from statistics presented herewith that 65 per cent. of all those who have entered the service through competitive examinations were educated in the common schools alone. But the service has not been filled by boys and girls direct from these schools. The average age of all those appointed under the new system has been about 32 years. If we assume the average age of leaving the common schools to be 16 years, it appears that, taking all those appointed, there has been an average period of sixteen years of practical life between the schools and the public service. Nevertheless, if the making of that knowledge which all the people are taxed to teach to all the children a condition of office-holding creates a bureaucratic class, then, indeed, the results of the new system are admonishing. But if universal taxation for teaching the subjects named in the seventh rule is justifiable, then to require superior excellence therein to be made a test for appointments is a clear and obvious duty.

This, at least, is unquestionable: that the nation, by bestowing its offices upon the most meritorious of those whom the States have educated at public expense, will greatly honor and stimulate the public-school system of the country.*

EFFECT OF THE RULES IN THE CUSTOMS OFFICES AND POST-OFFICES.

The period, during which vacancies have been filled on the basis of competition, is that between July 16 and January 16, though the examinations began in June.† The whole number of persons examined for the postal and customs service has been 2,758, of whom 1,585 were successful, having been graded above the minimum of sixty-five.

* Thoughtful men are noticing the tendency of the new system to aid and honor the public schools. Governor Cleveland, of New York, for example, after stating in his last message "that New York leads the States in the inauguration of a comprehensive system of civil service," declares that "the children of our citizens are educated and trained in schools maintained at the common expense, and the people as a whole have a right to demand the selection for the public service of those whose natural aptitudes have been improved by the educational facilities furnished by the State."

† The earlier examinations were held as follows, "P. O." and "C. S." being used to indicate the post-office and customs service respectively: June 19, P. O., Chicago and

The whole number appointed in those offices has been 463.

The details of these examinations will be found in tables appended to the report.

The Commission has preferred that the collectors and postmasters should state in their own words (so far as space can be given to the subject) the practical effects of enforcing the rules in their offices.*

The language indicated as a quotation in the summary which follows is taken from the letters of the collectors or postmasters at the place indicated. The letters quoted are the answers of those officers to a request of the Commission for a frank expression of their views, and they are the more valuable by reason of the outspoken criticism and the practical suggestions they contain. No criticism or suggestion in these letters has been omitted in the summary.

In estimating the statements it contains these facts may be borne in mind:

1. That several at least of those officers had prepossessions against the new system, and its introduction caused them some inconvenience at first.†

2. That in the outset a distrust of the fairness of the examinations, a belief that they could be evaded, and a natural shrinking from a novel kind of publicity, would unite in dissuading persons from attending them.‡

CUSTOMS OFFICES.

BOSTON.—“The effect in this office has, in my judgment, been good. * * * The effect on the public service has been good, so far as my observation extends.” He thinks the system might be adapted to further test aptitude.

PORTLAND.—But one person has been appointed to a permanent posi-

New Orleans; 20, C. S., Chicago and New Orleans; 22, P. O., Milwaukee; 23, P. O., Saint Louis; 25, P. O., Indianapolis; 26, P. O., Kansas City and Providence; 27, P. O., Detroit; 28, C. S., Detroit and Boston; 29, P. O., Buffalo, Boston, and Louisville, and C. S., Port Huron; July 2, P. O., Cincinnati, Cleveland, and Rochester; 5, C. S., Burlington, Vt.; 6, P. O., Albany and Pittsburgh; 7, C. S., Portland; 8, P. O., Newark, N. J.; 9, C. S. and P. O., Philadelphia; 10 and 12, P. O., New York; 13, P. O., and 14, C. S., Baltimore; 18, C. S., New York; August 13, C. S., and 15, P. O., San Francisco. On July 12 and 13 examinations were held in Washington for the departmental service, and on July 26 for the Washington City P. O. All these examinations were competitive.

* No report from collectors, New Orleans and Port Huron, and postmaster, Cleveland.

† For example, the postmaster at Saint Louis says: “A short time after my appointment to this office, I strenuously objected to the adoption of competitive examinations,” &c.; but he adds: “I am convinced that it is not only practicable and equitable, but a saving of great embarrassment,” &c.

‡ The postmaster at Buffalo, for example, referring to the four examinations for his office, says that, “owing to a fear of undue rigor on the part of some, and a feeling of distrust on the part of others, the first two postal notices met with few responses, * * * but as the general public gained information on the subject, and were convinced that it was the purpose of the authorities to carry out the provisions of the measure, the classes filled up with good material,” &c.

tion, and the collector has no doubt he will prove an efficient officer. He thinks the five men appointed to temporary places to be entirely competent. The appointments have been too few and the term of service too brief to furnish data for any statement as to the effect of the rules in his district.

BURLINGTON, VT.—There has been no vacancy and consequently no appointment under the rules. "I have no doubt of the beneficial effects thereof generally," though in making selections for the frontiers much depends upon the judgment of the collectors.

NEW YORK.—"The applicants in this office under the rules are, with rare exceptions, men of intelligence, character, and well fitted to perform the duties of the places they fill. * * * The present civil service system is still in its infancy, and from a very careful observation of its workings in this office I conclude that the best interests of the Government and the best interests of the importer will be promoted by its continuance."

PHILADELPHIA.—"But four men have been appointed here under the new rules. The men thus obtained are all of good character and ability, and will, with experience, become efficient officers."

Owing to their being in subordinate positions, their effect upon the general service has not been appreciable. "The only significant change I have to report is the relieving of the collector from the personal solicitation of applicants and their friends for positions now filled in accordant with the Civil Service Rules."

BALTIMORE.—"But two vacancies have occurred in this office. * * * In both these cases good men were obtained. * * * One beneficial effect, however, has been very apparent. The time of the collector is no longer largely occupied by applicants for office and their friends, and the legitimate duties of his office receive his attention, an agreeable change to him as well as to importers and others having business relations with him."

CHICAGO.—"I have been very much relieved from the annoyance of applicants for places. The effect of such rules on the public service has been beneficial without doubt. * * * I am of the opinion that a strict enforcement of the act in letter and spirit will commend it to public favor."

DETROIT.—Collector only a few days in office, and no opinion.

SAN FRANCISCO.—"One effect it has had, however, and a very agreeable one to me, is to lessen the pressure for office. * * * The few who have been admitted through the operation of the rules appear to have performed their duties satisfactorily." He thinks they will earn an actual appointment at the end of their probation. Some declined appointments because they wanted better salaries than were offered. He thinks messengers should be excepted from examinations as being confidential persons.

POST-OFFICES.

BOSTON.—“In my judgment the general result has been satisfactory. Its tendency has been to secure the service of a somewhat higher grade of clerks than heretofore and greatly to relieve the postmaster from any well-founded charge of favoritism. * * *.”

PROVIDENCE.—“There has been little change in the employés of this office. * * * I believe, however, that when numerous appointments are made they will result in economy and efficiency to the service. It is certainly a relief to the postmaster * * * to refer applicants to the Examining Board.”

ALBANY.—The appointment of only two persons has been made under the rules, and “both of them are good, efficient men.” The postmaster thinks the general effect of the rules “will be [to] secure a class of men who, knowing that their tenure of office depends mainly on their ability to fill it properly, will make themselves conversant with the duties and perform them in an intelligent and painstaking manner.” He favors the extension of the rules to other offices.

NEW YORK.—“The opinions formed by me during the existence of the method *pursued for some years past at this office* of making admissions to the service dependent alone on the success of the applicants in competitive examinations have been strongly confirmed by my experience and observation under the rules * * * now in operation here.” Among the advantages he mentions are relief from pressure, more time for official duties, a sense of dependence by subordinates upon good behavior, superior intelligence, and other qualifications in the service. Some unfit persons have got in, but he thinks the rules “will be of great benefit to the public service,” as they have been in the past.

BROOKLYN.—“The operation of the law has not produced very satisfactory results at this office. I do not attribute the unsatisfactory result in any respect to the law, rules, or regulations, nor to the standard of examinations, but the inadequate inducements offered to persons desiring employment.” He thinks those who have come in under the law “do not appear any more than equal in character and attainments to those employed under the system of close scrutiny employed by me while I have been postmaster.” The law, he says, relieves him “of the constant importunity and pressure of political and personal friends for appointments to office.” He thinks that the vouchers, especially on the part of a physician, should be made more specific, particularly in regard to physical qualifications. The applicants, however, have steadily increased in number and improved in appearance at each subsequent examination.

NEWARK.—“The effect of the civil service rules at this office is excellent. * * * The public at large rest satisfied in the thought that the qualification is good or no appointment. The politician claims that he is relieved from a pressure which was exceedingly annoying. Personally, I give it my hearty approval.”

BUFFALO.—“The results [speaking of the examinations], so far as a

chance of candidates was concerned, were all that we could have asked. We have made seven appointments from the lists of eligibles, all of which have been a success, and three have already been promoted by reason of meritorious service. * * * The opening of this new field for the choice of candidates cannot fail to be of the greatest benefit to the public service."

PHILADELPHIA.—"The enforcement of the civil service rules in my office has been marked by a great relief to me in not having my work continually interrupted by applications for positions." He believes public men are also relieved. "The effect upon the clerical force in this office has been good, inasmuch as the clerks now employed feel assured that under no postmaster would they be removed for the purpose of making places for others."

He says that in one case he was somewhat embarrassed, four months ago, by reason of thinking that no one of the four certified was competent for the vacancy; and suggests that in such cases others should be certified,* and gives some reasons for his views.

PITTSBURGH.—The postmaster says that for two years he has had a system of competitive examinations in the office. That those who have come in under the new rules "have shown ordinary ability, no better and no worse than former appointments." He adds, that "the effect of the civil service rules, as far as the Pittsburgh post-office is concerned, is, as yet, imperceptible."

ROCHESTER.—"The effect of the enforcement of the civil service rules at this office is favorable to the appointment of a better class of employes in offices where political or personal considerations have heretofore been the controlling influence." He thinks a larger number than four should be certified, from whom to select one.

INDIANAPOLIS.—"The effect at this office is a less number of applicants for positions. So far as the public service is concerned I cannot see there is any special difference. * * * I had established very good civil service before the law was passed."

NEW ORLEANS.—"Besides being the means of securing competent officials, the law and rules are a great protection to the appointing power against a throng of incompetent political applicants."

CINCINNATI.—"The reports * * * justify the conclusion I have reached that thus far the system has worked well. * * * The habits, industry, promptness, and general efficiency of the civil service appointees are most commendable, and will in every instance entitle the probationary appointee to a permanent appointment when his six months shall have expired. I think the record of the employes of this

* This is the only case of the kind during the six months covered by the report, except that, in a single case, objection was made by one of the Departments at Washington that neither of the four persons certified for a vacancy appeared to be competent, but one of them was tried and found entirely competent, and each of the other three has since been appointed, and they too appear to be giving satisfaction. So far as experience has gone, it would seem better to adhere to the present rule by giving one of the four a trial. He can be dismissed if found incompetent. The course suggested by the postmaster might open the way to favoritism.

office for effective work furnishes a high standard for comparison, and judged by this standard the new men are found equal in all respects to the best of the new men appointed under the old system."

CHICAGO.—"The applicants for appointments who have been certified by the Board of Examiners have been, as a class, well qualified. * * * Those who have accepted appointments have been fully up in efficiency to the average new appointees under the former system. * * * The effect of the civil service law has been beneficial." He says that about forty per cent. of those appointed to the lowest positions declined by reason of the small salaries allowed.

DETROIT.—"On the whole, I am well pleased with the working of the civil service rules at this office." The postmaster adds that it has been the practice to select the best persons that could be procured, so that the effect at his office is not as perceptible as it might be elsewhere. The allowance for his office compels him to employ young men. He thinks there should be a graded compensation for clerks as for carriers.

MILWAUKEE.—By reason of the rules not being yet familiar to the public, the postmaster says the more intelligent classes cannot be induced to appear for examination, and the successful applicants, especially for clerkships, have been mostly very young men just from the schools. He adds: "However, I believe, as soon as it becomes generally understood what the nature of the examinations is, and that perfect impartiality is shown, we will have no further trouble in the direction indicated. * * * It cannot be expected that such a radical change in the manner of making appointments will be at once understood and appreciated."*

SAINT LOUIS.—"The chief advantage * * * has been in the relief afforded from the importunities of influence, political and social, seeking appointments in which fitness and capacity are frequently ignored or not considered. Similar testimony comes unsought from those whose supposed influence is always solicited in such cases, and who do not hesitate to complain of the annoyance to which they are subjected. * * * The examinations * * * have been entirely within the scope of an ordinary public school education, and, therefore, have disarmed the criticism by which this feature was formerly assailed." He cannot say the service has been better, "but it has been in no degree inferior." He thinks some improvement may be made in the rules, but says, "in my judgment (they) must be extended as their merits are better understood."

KANSAS CITY.—"I am well satisfied with the civil service system at this office. The men appointed to positions under its rules have so far done excellent work, and I have been greatly relieved of the importunities incident to the informal and promiscuous applications for appoint

* This is the only office where the difficulty of securing applicants of the desired class now exists, as it appears to be the only one where formerly there was not an uncomfortable pressure for places.

ment under the former plan." He says the principal objection is that he gets more younger men than is desirable under all circumstances, and wishes more attention given to physical qualifications for letter-carriers.

SAN FRANCISCO.—"The law has worked exceedingly well at this office; much better than expected by me. * * * The tenure of office being reasonably secured to the subordinate clerks they are encouraged to do their duty to the best of their ability. * * * It relieves the head of the office of a great pressure for place, giving him more time to devote to his duties, and makes life more endurable by reason of not being constantly harassed and importuned by a multitude of persons for self or friends." He thinks the system shuts out old soldiers;* that it does not accomplish all that could be desired; that more latitude could be given the appointing power. He cannot say that the new appointees are better or worse than the old ones. He says the present educational test will not always give the best clerks.

WASHINGTON.—Out of fifty who succeeded at the examination at this post-office seventeen have been appointed. Eight of those appointed have already been promoted to first-class clerkships. The postmaster further says, "I have in all cases selected the persons highest on the list of eligibles, and so far have not had occasion to drop any one for incompetency, and am of the opinion that probably all of those selected will be entitled to permanent appointments on the expiration of six months' probation as clerks."

EFFECT IN THE DEPARTMENTS.

Several causes have combined to make the number appointed in the Departments at Washington, during the six months covered by this report, much less than is likely to be the average number for such a period in the future.†

No complaint or suggestion that any person appointed to either Department under the rules has been unsatisfactory has reached the Commission. On the contrary, several of those thus appointed have been promoted during the probationary period. The pressure for places has been materially diminished, but old habits in that regard do not cease the moment they become fruitless. Many doubtless still think that some secret back-door of entrance to the classified service may be found. There has undoubtedly been some inconvenience caused by the introduction of changes so extensive, but this seems to be nearly at an end.

The relief from pressure on the heads of Departments is naturally the one of the practical effects of the new system which is most readily noticed, but it is trifling compared with those results sure to spring from the convictions, rapidly growing in the public mind, that every

* He is probably not aware of the last amendment of the rules in favor of soldiers.

† For example, nearly all the vacancies in one of the Departments have been filled from a Bureau under it—the Census Bureau—the work of which is soon to cease, many of its employes having been found too valuable public servants to be dismissed.

applicant for a place must win his or her own way to it by good character and superior capacity.

It is one of the salutary effects of the new system that it has taken away all the inducements to bring supernumeraries into the service, or even to fill a vacancy without a real necessity of having it filled.

IV.

The leading facts have been presented which illustrate the bearing of the Civil Service Act upon the independence and responsibility of the Legislative and Executive branches of the Government. It is plain that none of the places in the classified service can be promised or filled by executive officers in such a way as to affect confirmations pending in the Senate, appropriations desired from the House, or investigations feared by either body. Members of both houses, relieved of the compromising occupation of office-begging, will have more time for the vast work of legislation, for which, year by year, the sessions of Congress are becoming more and more inadequate.*

It may be hoped that this first step towards a restoration of the constitutional counterpoise and independence of these great branches of the Government, always held so vital in theory, may incline our higher institutions of learning to supply a more adequate teaching in aid of making such counterpoise and independence salutary facts rather than remote ideals in our administration.

It has been an injustice of the past that it has held the political and official classes alone responsible for the patronage system and its abuses. In the future we may hope it will be more clearly seen that false theories and opinions concerning parties and administration, while not the causes of the evils of that system, are the greatest sources of its strength. Those with whom rests the duty of shaping the minds of our youth have a grave responsibility for the pernicious theories which have prevailed. As we are not likely to make fundamental changes in our institutions, all the good which can come from the liberal principles of our Government must spring from its administration. Yet the science or the principles according to which our Federal administration should be carried on, are too rarely made a matter of systematic or thorough instruction.

SUGGESTIONS.

The civil service act provides for such suggestions in the reports of the Commission as it may approve "for the more effectual accomplishment of the purposes of this act."

1. It would seem plain that since the subordinates at the post-offices and customs offices, to which the rules extend, are no longer appointed on the basis of a party test, consistency not less than the efficiency of the service forbids the application of that test for the selection of collectors or postmasters at such offices. Only on that condition can these

* The late President Garfield declared that one-third of the working hours of members, in his time, was required for attending to matters connected with getting offices.

offices be taken out of party politics and become—in fact as they are in legal purpose—mere business agencies of the Government.

2. The new system would be much strengthened by such an amendment of our bribery laws as would bring within them other corrupt considerations for official wrong doing than those which are merely pecuniary. Every corrupt exercise of the power of nomination, promotion, transfer, or confirmation, even though the corrupt consideration may not be “a thing of value,” should surely be an offense under our bribery laws. Laws with this scope have long been enforced in England, and our courts have sometimes appealed to them in aid of punishing official corruption which the bribery laws of this country fail to reach. The civil-service law enacted in the State of New York last winter supplies the deficiency, and the fourteenth section of that act is hereto attached as Appendix No. 8.

In our view no change in the civil service act is now needed for fairly testing the new system. Though the change was great, we are not aware that the public business has been anywhere delayed, that any citizen has been injured, or that any difficulty worthy of notice hinders the continuous enforcement of the act and rules.

The work thus far has occupied the entire time of the Commissioners and has taxed their energies to the utmost. To the grave difficulties which, at the outset attended the organization of a system so new and extensive, have succeeded perplexing questions inseparable from this stage of its enforcement. The devising and revision of many blank forms, the preparation of appropriate series of questions for all kinds of examinations, the correspondence with the heads of the Departments, and so many offices as are affected by the Rules, and with the numerous and widely scattered Boards of Examiners—answering inquiries, interpreting law and rules, and giving instruction for procedures, the revisions of examinations on appeal, and a multitude of daily recurring duties connected with the administration of the rules—all these have taxed the Commission heavily. It entered upon no highway, but has had to make its road as it has advanced. If under such circumstances the Commission has failed in fully meeting the public expectation and demand, it will not occasion surprise. We cannot doubt that the most difficult stage is passed. But it will require some years of careful study and prudent adjustment to carry into full effect the practical methods authorized by the civil service act.

The clerical force of the Commission, however, is inadequate. It has been worked beyond the customary hours of the Departments. At ~~least one additional~~ clerk seems indispensable.

The Commission records its high appreciation of the fidelity and efficiency with which every one in its office has performed his work.

In submitting this report it is proper for the Commission to declare that in every stage of its work it has had the constant and unwavering support of the President.

APPENDIX No. 1.

[Chapter 27, Statutes at Large, vol. 22, p. 403.]

AN ACT to regulate and improve the civil service of the United States.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the President is authorized to appoint, by and with the advice and consent of the Senate, three persons, not more than two of whom shall be adherents of the same party, as Civil Service Commissioners, and said three commissioners shall constitute the United States Civil Service Commission. Said commissioners shall hold no other official place under the United States.

The President may remove any commissioner; and any vacancy in the position of commissioner shall be so filled by the President, by and with the advice and consent of the Senate, as to conform to said conditions for the first selection of commissioners.

The commissioners shall each receive a salary of three thousand five hundred dollars a year. And each of said commissioners shall be paid his necessary traveling expenses incurred in the discharge of his duty as a commissioner.

SEC. 2. That it shall be the duty of said commissioners:

FIRST. To aid the President, as he may request, in preparing suitable rules for carrying this act into effect, and when said rules shall have been promulgated it shall be the duty of all officers of the United States in the departments and offices to which any such rules may relate to aid, in all proper ways, in carrying said rules, and any modifications thereof, into effect.

SECOND. And, among other things, said rules shall provide and declare, as nearly as the conditions of good administration will warrant, as follows:

First, for open, competitive examinations for testing the fitness of applicants for the public service now classified or to be classified hereunder. Such examinations shall be practical in their character, and so far as may be shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of the service into which they seek to be appointed.

Second, that all the offices, places, and employments so arranged or to be arranged in classes shall be filled by selections according to grade from among those graded highest as the results of such competitive examinations.

Third, appointments to the public service aforesaid in the departments at Washington shall be apportioned among the several States and Territories and the District of Columbia upon the basis of population as ascertained at the last preceding census. Every application for an examination shall contain, among other things, a statement, under oath, setting forth his or her actual bona fide residence at the time of making the application, as well as how long he or she has been a resident of such place.

Fourth, that there shall be a period of probation before any absolute appointment or employment aforesaid.

Fifth, that no person in the public service is for that reason under any obligations to contribute to any political fund, or to render any

political service, and that he will not be removed or otherwise prejudiced for refusing to do so.

Sixth, that no person in said service has any right to use his official authority or influence to coerce the political action of any person or body.

Seventh, there shall be non-competitive examinations in all proper cases before the commission, when competent persons do not compete, after notice has been given of the existence of the vacancy, under such rules as may be prescribed by the commissioners as to the manner of giving notice.

Eighth, that notice shall be given in writing by the appointing power to said commission of the persons selected for appointment or employment from among those who have been examined, of the place of residence of such persons, of the rejection of any such persons after probation, of transfers, resignations, and removals, and of the date thereof, and a record of the same shall be kept by said commission.

And any necessary exceptions from said eight fundamental provisions of the rules shall be set forth in connection with such rules, and the reasons therefor shall be stated in the annual reports of the commission.

THIRD. Said commission shall, subject to the rules that may be made by the President, make regulations for, and have control of, such examinations, and, through its members or the examiners, it shall supervise and preserve the records of the same; and said commission shall keep minutes of its own proceedings.

FOURTH. Said commission may make investigations concerning the facts, and may report upon all matters touching the enforcement and effects of said rules and regulations, and concerning the action of any examiner or board of examiners hereinafter provided for, and its own subordinates, and those in the public service, in respect to the execution of this act.

FIFTH. Said commission shall make an annual report to the President for transmission to Congress, showing its own action, the rules and regulations and the exceptions thereto in force, the practical effects thereof, and any suggestions it may approve for the more effectual accomplishment of this act.

SEC. 3. That said commission is authorized to employ a chief examiner, a part of whose duty it shall be, under its direction, to act with the examining boards, so far as practicable, whether at Washington or elsewhere, and to secure accuracy, uniformity, and justice in all their proceedings, which shall be at all times open to him. The chief examiner shall be entitled to receive a salary at the rate of three thousand dollars a year, and he shall be paid his necessary traveling expenses incurred in the discharge of his duty. The commission shall have a secretary, to be appointed by the President, who shall receive a salary of one thousand six hundred dollars per annum. It may, when necessary, employ a stenographer, and a messenger, who shall be paid, when employed, the former at the rate of one thousand six hundred dollars a year, and the latter at the rate of six hundred dollars a year. The commission shall, at Washington, and in one or more places in each State and Territory where examinations are to take place, designate and select a suitable number of persons, not less than three, in the official service of the United States, residing in said State or Territory, after consulting the head of the department or office in which such persons serve, to be members of boards of examiners, and may at any time substitute any other person in said service living in such State or Territory in the place of any one so selected. Such boards of exam-

iners shall be so located as to make it reasonably convenient and inexpensive for applicants to attend before them; and where there are persons to be examined in any State or Territory, examinations shall be held therein at least twice in each year. It shall be the duty of the collector, postmaster, and other officers of the United States, at any place outside of the District of Columbia where examinations are directed by the President or by said board to be held, to allow the reasonable use of the public buildings for holding such examinations, and in all proper ways to facilitate the same.

SEC. 4. That it shall be the duty of the Secretary of the Interior to cause suitable and convenient rooms and accommodations to be assigned or provided, and to be furnished, heated, and lighted, at the city of Washington, for carrying on the work of said commission and said examinations, and to cause the necessary stationery and other articles to be supplied, and the necessary printing to be done for said commission.

SEC. 5. That any said commissioner, examiner, copyist, or messenger, or any person in the public service who shall willfully and corruptly, by himself or in co-operation with one or more other persons, defeat, deceive, or obstruct any person in respect of his or her right of examination according to any such rules or regulations, or who shall willfully, corruptly, and falsely mark, grade, estimate, or report upon the examination or proper standing of any person examined hereunder, or aid in so doing, or who shall willfully and corruptly make any false representations concerning the same or concerning the person examined, or who shall willfully and corruptly furnish to any person any special or secret information for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed, employed, or promoted, shall for each such offense be deemed guilty of a misdemeanor, and upon conviction thereof, shall be punished by a fine of not less than one hundred dollars, nor more than one thousand dollars, or by imprisonment not less than ten days, nor more than one year, or by both such fine and imprisonment.

SEC. 6. That within sixty days after the passage of this act it shall be the duty of the Secretary of the Treasury, in as near conformity as may be to the classification of certain clerks now existing under the one hundred and sixty-third section of the Revised Statutes, to arrange in classes the several clerks and persons employed by the collector, naval officer, surveyor, and appraisers, or either of them, or being in the public service, at their respective offices in each customs district where the whole number of said clerks and persons shall be all together as many as fifty. And thereafter, from time to time, on the direction of the President, said Secretary shall make the like classification or arrangement of clerks and persons so employed, in connection with any said office or offices, in any other customs district. And, upon like request, and for the purposes of this act, said Secretary shall arrange in one or more of said classes, or of existing classes, any other clerks, agents, or persons employed under his department in any said district not now classified; and every such arrangement and classification upon being made shall be reported to the President.

Second. Within said sixty days it shall be the duty of the Postmaster-General, in general conformity to said one hundred and sixty-third section, to separately arrange in classes the several clerks and persons employed, or in the public service, at each post-office, or under any postmaster of the United States, where the whole number of said clerks and persons shall together amount to as many as fifty. And thereafter, from time to time, on the direction of the President, it shall be the duty of the

Postmaster-General to arrange in like classes the clerks and persons so employed in the postal service in connection with any other post-office; and every such arrangement and classification upon being made shall be reported to the President.

Third. That from time to time said Secretary, the Postmaster-General, and each of the heads of departments mentioned in the one hundred and fifty-eighth section of the Revised Statutes, and each head of an office, shall, on the direction of the President, and for facilitating the execution of this act, respectively revise any then existing classification or arrangement of those in their respective departments and offices, and shall, for the purposes of the examination herein provided for, include in one or more of such classes, so far as practicable, subordinate places, clerks, and officers in the public service pertaining to their respective departments not before classified for examination.

SEC. 7. That after the expiration of six months from the passage of this act no officer or clerk shall be appointed, and no person shall be employed to enter or be promoted in either of the said classes now existing, or that may be arranged hereunder pursuant to said rules, until he has passed an examination, or is shown to be specially exempted from such examination in conformity herewith. But nothing herein contained shall be construed to take from those honorably discharged from the military or naval service any preference conferred by the seventeen hundred and fifty-fourth section of the Revised Statutes, nor to take from the President any authority not inconsistent with this act conferred by the seventeen hundred and fifty-third section of said statutes; nor shall any officer not in the executive branch of the government, or any person merely employed as a laborer or workman, be required to be classified hereunder; nor, unless by direction of the Senate, shall any person who has been nominated for confirmation by the Senate be required to be classified or to pass an examination.

SEC. 8. That no person habitually using intoxicating beverages to excess shall be appointed to, or retained in, any office, appointment, or employment to which the provisions of this act are applicable.

SEC. 9. That whenever there are already two or more members of a family in the public service in the grades covered by this act, no other member of such family shall be eligible to appointment to any of said grades.

SEC. 10. That no recommendation of any person who shall apply for office or place under the provisions of this act which may be given by any Senator or member of the House of Representatives, except as to the character or residence of the applicant, shall be received or considered by any person concerned in making any examination or appointment under this act.

SEC. 11. That no Senator, or Representative, or Territorial Delegate of the Congress, or Senator, Representative, or Delegate elect, or any officer or employee of either of said houses, and no executive, judicial, military, or naval officer of the United States, and no clerk or employee of any department, branch or bureau of the executive, judicial, or military or naval service of the United States, shall, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving, any assessment, subscription, or contribution for any political purpose whatever, from any officer, clerk, or employee of the United States, or any department, branch, or bureau thereof, or from any person receiving any salary or compensation from moneys derived from the Treasury of the United States.

SEC. 12. That no person shall, in any room or building occupied in

the discharge of official duties by any officer or employee of the United States mentioned in this act, or in any navy-yard, fort, or arsenal, solicit in any manner whatever, or receive any contribution of money or any other thing of value for any political purpose whatever.

SEC. 13. No officer or employee of the United States mentioned in this act shall discharge, or promote, or degrade, or in manner change the official rank or compensation of any other officer or employee, or promise or threaten so to do, for giving or withholding or neglecting to make any contribution of money or other valuable thing for any political purpose.

SEC. 14. That no officer, clerk, or other person in the service of the United States shall, directly or indirectly, give or hand over to any other officer, clerk, or person in the service of the United States, or to any Senator or Member of the House of Representatives, or Territorial Delegate, any money or other valuable thing on account of or to be applied to the promotion of any political object whatever.

SEC. 15. That any person who shall be guilty of violating any provision of the four foregoing sections shall be deemed guilty of a misdemeanor, and shall, on conviction thereof, be punished by a fine not exceeding five thousand dollars, or by imprisonment for a term not exceeding three years, or by such fine and imprisonment both, in the discretion of the court.

Approved, January sixteenth, 1883.

APPENDIX No. 2.
CIVIL SERVICE RULES.

In the exercise of the power vested in the President by the Constitution, and by virtue of the 1753d section of the Revised Statutes, and of the civil service act approved January 16, 1883, the following rules for the regulation and improvement of the executive civil service are hereby amended and promulgated:

RULE I.

No person in said service shall use his official authority or influence either to coerce the political action of any person or body or to interfere with any election.

RULE II.

No person in the public service shall for that reason be under any obligation to contribute to any political fund, or to render any political service, and he will not be removed or otherwise prejudiced for refusing to do so.

RULE III.

It shall be the duty of collectors, postmasters, assistant treasurers, naval officers, surveyors, appraisers, and custodians of public buildings, at places where examinations are to be held, to allow and arrange for the reasonable use of suitable rooms in the public buildings in their charge, and for heating, lighting, and furnishing the same, for the purposes of such examinations; and all other executive officers shall in all legal and proper ways facilitate such examinations and the execution of these rules.

RULE IV.

1. All officials connected with any office where, or for which, any examination is to take place, will give the Civil Service Commission, and the chief examiner, such information as may be reasonably required, to enable the Commission to select competent and trustworthy examiners; and the examinations by those selected as examiners, and the work incident thereto, will be regarded as a part of the public business to be performed at such office.

2. It shall be the duty of every executive officer promptly to inform the Commission, in writing, of the removal or discharge from the public service of any examiner in his office, or of the inability or refusal of any such examiner to act in that capacity.

RULE V.

There shall be three branches of the service, classified under the civil service act (not including laborers or workmen, or officers required to be confirmed by the Senate), as follows:

1. Those classified in the departments at Washington shall be designated "The Classified Departmental Service."

2. Those classified under any collector, naval officer, surveyor, or appraiser in any customs district, shall be designated "The Classified Customs Service."

3. Those classified under any postmaster at any post office, including that at Washington, shall be designated "The Classified Postal Service."

4. The Classified Customs Service shall embrace the several customs districts where the officials are as many as fifty, now the following: New York City, N. Y.; Boston, Mass.; Philadelphia, Pa.; San Francisco, Cal.; Baltimore, Md.; New Orleans, La.; Chicago, Ill.; Burlington, Vt.; Portland, Me.; Detroit, Mich.; Port Huron, Mich.

5. The Classified Postal Service shall embrace the several post offices where the officials are as many as fifty, now the following: Albany, N. Y.; Baltimore, Md.; Boston, Mass.; Brooklyn, N. Y.; Buffalo, N. Y.; Chicago, Ill.; Cincinnati, Ohio; Cleveland, Ohio; Detroit, Mich.; Indianapolis, Ind.; Kansas City, Mo.; Louisville, Ky.; Milwaukee, Wis.; Minneapolis, Minn.; Newark, N. J.; New Orleans, La.; New York City, N. Y.; Philadelphia, Pa.; Pittsburg, Pa.; Providence, R. I.; Rochester, N. Y.; St. Louis, Mo.; St. Paul, Minn.; San Francisco, Cal.; Washington, D. C.

RULE VI.

1. There shall be open, competitive examinations for testing the fitness of applicants for admission to the service. Such examinations shall be practical in their character, and, so far as may be, shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of the branch of the service which they seek to enter.

2. There shall, so far as they may be deemed useful, be competitive examinations of a suitable character to test the fitness of persons for promotion in the service.

RULE VII.

1. The general examinations under the first clause of Rule VI for admission to the service shall be limited to the following subjects: 1st. Orthography, penmanship, and copying. 2d. Arithmetic—fundamental rules, fractions, and percentage. 3d. Interest, discount, and elements of book-keeping and of accounts. 4th. Elements of the English language, letter-writing, and the proper construction of sentences. 5th. Elements of the geography, history, and government of the United States.

2. Proficiency in each of these subjects shall be credited in grading the standing of the persons examined in proportion to the value of a knowledge of such subjects in the branch or part of the service which the applicant seeks to enter.

3. No one shall be entitled to be certified for appointment whose standing upon a just grading in the general examination shall be less than sixty-five per centum of complete proficiency in the first three subjects mentioned in this rule, and that measure of proficiency shall be deemed adequate.

4. For places in which a lower degree of education will suffice, the Commission may limit the examinations to less than the five subjects above mentioned; but no person shall be certified for appointment, under this clause, whose grading shall be less than an average of sixty five per centum on such of the first three subjects or parts thereof as the examination may embrace.

5. The Commission may also order examinations upon other subjects of a technical or special character, to test the capacity which may be needed in any part of the Classified Service which requires peculiar information or skill. Examinations hereunder may be competitive or non-competitive, and the maximum limitations of age contained in the twelfth Rule shall not apply to applicants for the same. The application for, and notice of, these special examinations, the records thereof and the certification of those found competent shall be such as the Commission may provide for. After consulting the head of any Department or office, the Commission may from time to time designate, subject to the approval of the President, the positions therein for which applicants may be required to pass this special examination.

RULE VIII.

No question in any examination, or proceeding by, or under, the Commission or examiners, shall call for the expression or disclosure of any political or religious opinion or affiliation, and if such opinion or affiliation be known, no discrimination shall be made by reason thereof by the examiners, the Commission or the appointing power. The Commission and its examiners shall discountenance all disclosure, before either of them, of such opinion by or concerning any applicant for examination or by or concerning any one whose name is on any register awaiting appointment.

RULE IX.

All regular applications for the competitive examinations for admission to the classified service must be made on blanks in a form approved by the Commission. All requests for such blanks, and all applications for examination, must be addressed as follows: 1. If for the Classified Departmental Service, to the U. S. Civil Service Commission, Washington, D. C. 2. If for the Classified Postal Service, to the postmaster under whom service is sought. 3. If for the Classified Customs Service, to the head of either customs office in which service is sought. All officers receiving such applications will indorse thereon the date of the reception thereof and transmit the same to the proper examining board of the district or office where service is sought, or, if in Washington, to the Civil Service Commission.

RULE X.

Every examining board shall keep such records, and such papers on file, and make such reports as the Commission shall require; and any such paper or record in the charge of any examining board or any officer shall at all times be open to examination as the Commission shall direct, and upon its request shall be forwarded to the Commission for inspection and revision.

RULE XI.

Every application, in order to entitle the applicant to appear for examination or to be examined, must state, under oath, the facts on the following subjects: 1. Full name, residence, and post office address. 2. Citizenship. 3. Age. 4. Place of birth. 5. Health and physical capacity for the public service. 6. Right of preference by reason of military or naval service. 7. Previous employment in the public service. 8. Business or employment and residence for the previous five

years. 9. Education. Such other information shall be furnished as the Commission may reasonably require touching the applicant's fitness for the public service. The applicant must also state the number of members of his family in the public service, and where employed, and must also assert that he is not disqualified under section 8 of the civil service act, which is as follows: "That no person habitually using intoxicating beverages to excess shall be appointed to or retained in any office, appointment, or employment to which the provisions of this act are applicable."

No person under enlistment in the Army or Navy of the United States shall be examined under these Rules, except for some place in the Department under which he is enlisted requiring special qualifications, and with the consent in writing of the head of such Department.

2. The Commission may by regulations, subject to change at any time by the President, declare the kind and measure of ill-health, physical incapacity, misrepresentation and bad faith, which may properly exclude any person from the right of examination, grading or certification under these rules. It may also provide for medical certificates of physical capacity in the proper cases; and for the appropriate certification of persons so defective in sight, speech, hearing or otherwise, as to be, apparently, disqualified for some of the duties of the part of the service which they seek to enter.

RULE XII.

1. Every regular application must be supported by proper certificates of good moral character, health, and physical and mental capacity for doing the public work, the certificates to be in such form and number as the regulations of the Commission shall provide; but no certificate will be received which is inconsistent with the tenth section of the civil service act.

2. No one shall be entitled to be examined for admission to the Classified Postal Service if under sixteen or over thirty-five years of age, excepting messengers, stampers, and other junior assistants who must not be under fourteen years of age; or to the Classified Customs Service, or to the Classified Departmental Service, if under eighteen or over forty-five years of age; but no one shall be examined for appointment to any place in the Classified Customs Service except that of clerk or messenger who is under twenty-one years of age; but these limitations of age shall not apply to persons honorably discharged from the military or naval service of the country, who are otherwise duly qualified.

RULE XIII.

1. The date of the reception of all regular applications for the Classified Departmental Service shall be entered of record by the Commission, and of all other regular applications by the proper examining boards of the district or office for which they are made; and applicants when in excess of the number that can be examined at a single examination shall, subject to the needs of apportionment, be notified to appear, in their order on the respective records. But any applicants in the several States and Territories for appointment in the Classified Departmental Service may be notified to appear for examination at any place at which an examination is to be held, whether in any State or Territory, or in Washington, which shall be deemed most convenient for them.

2. The Commission is authorized, in aid of the apportionment among the States and Territories, to hold examinations at places convenient

for applicants from different States and Territories, or for those examination districts which it may designate and which the President shall approve.

RULE XIV.

Those examined shall be graded, and shall have their grade marked upon a register after those previously thereon, in the order of their excellence as shown by their examination papers, except that those from the same State or Territory may be entered upon the register together, in the order of relative excellence, to facilitate apportionment. Separate registers may be kept of those seeking to enter any part of the service in which special qualifications are required.

RULE XV.

The Commission may give a certificate to any person examined, stating the grade which such person attained and the proficiency in the several subjects, shown by the markings.

RULE XVI.

1. Whenever any officer having the power of appointment or employment shall so request, there shall be certified to him, by the Commission or the proper examining board, four names for the vacancy specified, to be taken from those graded highest on the proper register of those in his branch of the service and remaining eligible, regard being had to the apportionment of appointments to States and Territories; and from the said four a selection shall be made for the vacancy.

2. These certifications for the service at Washington shall be made in such order as to apportion, as nearly as may be practicable, the original appointments thereto among the States and Territories and the District of Columbia, upon the basis of population as ascertained at the last preceding census.

3. In case the request for any such certification or any law or regulation shall call for those of either sex, the four highest of that sex shall be certified, otherwise sex shall be disregarded in such certification.

4. No person upon any register shall be certified more than four times to the same officer in the customs or postal service, or more than twice to any Department at Washington, unless upon request of the appointing officer; nor shall any one remain eligible more than one year upon any register. No person while remaining eligible on any register shall be admitted to a new examination, and no person having failed upon any examination shall within six months thereafter be admitted to another examination without the consent of the Commission. But these restrictions shall not extend to examinations under clause 5 of Rule 7.

5. Any person appointed to or employed in any part of the classified service, after due certification for the same under these rules, who shall be dismissed or separated therefrom without fault or delinquency on his part, may be reappointed or re-employed in the same part or grade of such service at the same office, within eight months next following such dismissal or separation, without further examination.

RULE XVII.

1. Every original appointment or employment in said classified service shall be for the probationary period of six months, at the end of

which time, if the conduct and capacity of the person appointed have been found satisfactory, the probationer shall be absolutely appointed or employed, but otherwise be deemed out of the service.

2. Every officer under whom any probationer shall serve during any part of the probation provided for by these rules shall carefully observe the quality and value of the service rendered by such probationer, and shall report to the proper appointing officer, in writing, the facts observed by him, showing the character and qualifications of such probationer, and of the service performed by him; and such reports shall be preserved on file.

3. Every false statement knowingly made by any person in his application for examination, and every connivance by him at any false statement made in any certificate which may accompany his application, shall be regarded as good cause for the removal or discharge of such person during his probation.

RULE XVIII.

Every head of a department or office shall notify the Commission of the name of every person appointed to, or employed in, the classified service under him (giving the date of the appointment and the designation of the office or place) from those examined under the Commission; and shall also inform the Commission of the date of any rejection or final appointment or employment of any probationer, and of the promotion, removal, discharge, resignation, transfer, or death of any such person after probation. Every head of any office in the postal or customs service shall give such information on these subjects to the Board of Examiners for his office as the regulations of the Commission may provide for.

RULE XIX.

There are excepted from examination the following: 1. The confidential clerk or secretary of any head of a department or office. 2. Cashiers of collectors. 3. Cashiers of postmasters. 4. Superintendents of money-order divisions in post-offices. 5. The direct custodians of money for whose fidelity another officer is under official bond; but these exceptions shall not extend to any official below the grade of assistant cashier or teller. 6. Persons employed exclusively in the secret service of the Government, or as translators, or interpreters, or stenographers. 7. Persons whose employment is exclusively professional. 8. Chief clerks, deputy collectors and superintendents, or chiefs of divisions or bureaus. But no person so excepted shall be either transferred, appointed, or promoted, unless to some excepted place, without an examination under the Commission. Promotions may be made without examination in offices where examinations for promotion are not now held, until rules on the subject shall be promulgated.

RULE XX.

If the failure of competent persons to attend and be examined, or the prevalence of contagious disease or other sufficient cause, shall make it impracticable to supply in due season for any appointment the names of persons who have passed a competitive examination, the appointment may be made of a person who has passed a non-competitive examination, which examination the Commission may provide for; but its next report shall give the reason for such resort to non-competitive examination.

RULE XXI.

1. No person, unless excepted under Rule 19, shall be admitted into the classified Civil Service, from any place not within said service, without an examination and certification under the rules; nor shall any person who has passed only a limited examination under clause 4 of Rule 7, for the lower classes or grades in the departmental or customs service, be promoted within two years after appointment to any position giving a salary of \$1,000, or upwards, without first passing an examination under clause 1 of said rule, and such examination shall not be allowed within the first year after appointment.

2. But a person who has passed the examination under said clause 1, and has accepted a position giving a salary of \$900 or less, shall have the same right of promotion as if originally appointed to a position giving a salary of \$1,000 or more.

3. The Commission may at any time certify for a \$900 or any lower place in the classified service any person upon the register who has passed the examination under clause 1 of Rule 7, if such person does not object before such certification is made.

RULE XXII.

The Civil Service Commission will make appropriate regulations for carrying these rules into effect.

RULE XXIII.

Every violation, by any officer in the executive civil service, of these rules, or of the 11th, 12th, 13th, or 14th section of the civil service act, relating to political assessments, shall be good cause for removal.

[Rules, 6, 7, 8, 11, 13, 16, 18, and 19 were amended and promulgated November 7. Rule 12 was amended and promulgated December 5, 1883. Rule 16 was amended and promulgated January 18, 1884. Present Rule 21 was promulgated January 18, 1884; former Rule 21 is now 22; and 22 is Rule 23. Saint Paul, Minn., and Minneapolis, Minn., were added to the list of post-offices, Rule 5, clause 5; and Rules 11, 12, and 21 were amended and promulgated April 23, 1884.]

APPENDIX No. 3.

REGULATIONS.

The United States Civil Service Commission, acting under the authority of the Civil Service Act of January 16, 1883, and the rules promulgated by the President, makes the following regulations:

CHIEF EXAMINER.

1. The Chief Examiner shall, as far as practicable, except when otherwise directed by the Commission, attend the examinations held by the several boards of examiners. He shall take care to secure accuracy, uniformity, and justice in all their proceedings, which shall at all times be open to him; but leaving the duty of the examiners, in marking and grading those examined, unimpaired. The Commission will, in its discretion, designate one of its own members, or request the detail of a suitable person, to supervise examinations whenever deemed needful.

2. He shall prepare and submit to the approval of the Commission proper forms and questions. He shall take care that the rules and regulations are complied with, and bring every case of injustice and irregularity observed by him to the attention of the Commission. He shall take such part as the Commission shall assign him in the work at Washington. It shall be his duty to confer, from time to time, with the heads of the postal and customs offices which he officially visits concerning the regularity, sufficiency, and convenience of the examinations for the service under them.

SECRETARY.

3. The Secretary shall keep the minutes of the proceedings of the Commission and have charge of and be responsible for the safe keeping of the books, records, papers, and other property in its office. He shall make the proper certification of those eligible for the Departmental service. He shall generally conduct the correspondence of the Commission and perform such other appropriate duties as it may assign to him.

BOARDS OF EXAMINERS.

4. The general Board of Examiners for the Departmental service shall consist of two persons from the Treasury Department, two from the Post-Office Department, two from the Interior Department, and one from each of the other Departments. But any three members may be designated by the Commission to constitute the acting Examining Board for any examination.

The secretary of the Board of Examiners for the Departmental service shall keep a record of its proceedings and have charge of its papers.

5. In case of examinations to be held at other places than those having the classified service, the Commission will designate an Examining Board for that purpose.

6. For each post-office, the Board of Examiners shall consist of three persons.

7. The Examiners for each customs district shall consist of two persons selected from the office of the collector, and one from each of the other customs offices which are subject to the rules; but if there be no office subject thereto except that of the collector, the three shall be selected from his office.

8. Three Examiners may serve as a Board for conducting any examination; and the Examiners for any customs district will determine which three shall hold any examination, taking care that, if an examination is wholly or mainly for any office, one or more of the examiners from that office shall be on the acting Board. In case of a failure or disagreement as to which three shall be the Board for any examination, the Commission or Chief Examiner shall designate the local examiners who shall serve. In case of the disability or necessary absence of one of the three examiners selected, the other two may conduct the examination.

9. Each Examining Board in the postal and customs service shall select one of its members to serve as secretary, and it shall be his duty to keep a complete record of the proceedings of the Board and of all examinations held. He shall also keep the Record of Applicants and Examinations, and the Register of Persons Eligible for Appointment. He shall have charge of all books and papers belonging to the Board and shall be responsible for their safe-keeping. On application of the proper appointing officer, he shall certify to such officer, in conformity to the rules, the names of the four persons of highest grade remaining on the register. He shall also answer all proper requests for application blanks, and send due notifications to applicants to be examined, and shall give all other notices required to be given by the Board.

10. No examiner or officer serving under the Commission must attempt to control or influence appointments, removals, or promotions.

11. Care must be taken by the examiners not to allow such visitors as they may admit, nor any conversation or other cause, to obstruct or distract those being examined.

12. Examiners must not disclose for public information, unless by consent, the names of those examined, nor more than the general results of examinations.

13. Complaints which show injustice or unfairness on the part of any Examining Board, or any one acting under the Commission, will be considered by the Commission, and if necessary it will revise the marking and grading on the papers, or order a new examination, or otherwise do justice in the premises.

14. The head of each post-office and of each customs office, to which the rules are applicable, should inform the local Board of Examiners of probable vacancies, that examinations for filling them may be held in due season, and (as contemplated by Rule 18) should promptly inform the Board of Examiners for his office of the name of every person refusing an appointment or employment, or who shall be appointed to or employed in the classified service under him (giving the date of the appointment and the designation of the office or place), and of the name of every person rejected or finally appointed or employed after probation, including the date thereof, and of the promotion, removal, discharge, resignation, transfer, or death of every such person.

15. The Board of Examiners for each office or district must promptly notify the Commission of the need of holding an examination in and

for such office or district, and may appoint the time for the same, but subject to any change the Commission may find it necessary to make for the more convenient and effective discharge of its duty to see that the examinations are accurate, uniform, and just. The notice must state under which clause or clauses of Rule 7 the applicants are to be examined, and must, when practicable, be given at least twenty days before the time appointed therein for the examinations.

EXAMINATIONS.

16. Notices in writing should be mailed to applicants for examination in the postal and customs service at least eight days before the examination, except in cases of non-competitive and special examinations, and they shall clearly specify the place and the time, including the hour, of holding the same.

17. All competitive examinations for admission to the civil service shall be in writing, except that tests of physical qualities or expertness may be added as the Commission shall approve.

18. The examination sheets will be given out in the order of their numbers; each, after the first, being given only when the applicant shall return to the examiners the last sheet taken by him.

19. Not more than ten questions shall be given in any subject of the examination; and, to facilitate the marking, the questions in the same subject shall, as far as practicable, be equal in difficulty. Care shall also be taken that the time allotted for the examination shall be reasonably sufficient for answering the questions.

20. In general no competitive examination should occupy more than five hours, and every Examiner will exercise all due diligence to secure fairness, and to prevent all collusion or fraud in the examinations.

21. The examination papers of each applicant shall be marked only with a number, and his name with his number shall be placed in a sealed envelope which shall not be opened till after his papers are marked.

22. The examination papers shall, so far as practicable, be reviewed by each Examiner separately, and in any case of disagreement the average of the markings, to be made on the papers by all, shall be the final marking on each question, subject to the regulation as to revision.

23. The views of the heads of post-offices and customs offices, as to whether applicants for the several parts of the service under them shall be examined in the five subjects under clause 1 of Rule 7, or only in a less number of subjects under clause 4 of that rule, will be accepted by the Commission so far as its duty to require uniformity, and adequate tests of capacity for doing the public work, will permit.

MARKING AND GRADING.

24. To whichever of the five subjects, or parts thereof, mentioned in Rule 7 a competitive examination may extend, the marking and grading of the applicant upon each is to be conducted in the same way.

25. To determine the Standing of the applicant in any subject, mark and credit each answer in proportion to its completeness and accuracy according to regulations prescribed for each subject; the perfect answer being credited 100. Divide the sum of the credits by the number of questions upon the subject: the quotient will be the applicant's Standing in that subject.

26. To determine whether any applicant has reached an Average Standing of 65 per centum in the first two or the first three subjects, add the figures marking the applicant's Standing in each; divide their

sum by the number of the subjects and the quotient will be the **Average Standing** therein.

27. No applicant is entitled to go upon the Register of those eligible for appointment, whose **Average Standing** upon the first three subjects, or such parts thereof, as are covered by the examination is below 65 per centum; therefore, when the marking and grading have been carried so far as to show such **Average Standing** to be below 65 per centum, they need not be carried farther; and if the examination includes no part of the 4th or 5th subject, such **Average Standing** will be the **General Average** to be entered on the Register.

28. To whatever number of subjects the examination may extend, the **General Average** will be ascertained by dividing the sum of the marking showing the Standings in each of the subjects by the number of subjects.

29. Every example, though it be a case of dictation or copying, is regarded as a question under these regulations, and, although only a portion of the topics included in a subject under Rule 7, is embraced in the examination, it will, for the purpose of the marking, be treated as a subject.

The following example illustrates these directions:

[Sum of credits in each subject divided by number of questions gives credit in that subject.]

First subject.	Credit to each question.	Second subject.	Credit to each question.	Third subject.	Credit to each question.	Fourth subject.	Credit to each question.	Fifth subject.	Credit to each question.
Question 1	80	Question 1..	40	Question 1..	70	Question 1..	60	Question 1..	60
Question 2	45	Question 2..	90	Question 2..	45	Question 2..	50	Question 2..	90
Question 3	71	Question 3..	74	Question 3..	80	Question 3..	35	Question 3..	80
Question 4	50	Question 4..	56	Question 4..	85	Question 4..	90	.....	.....
Question 5	65	.....	.....	Question 5..	100	Question 5..	100	.....	.....
Divide credits by number questions.	311		260		390		335		230
	5		4		5		5		8
	62.2		65		78		67		76.66

The grade at which the applicant will go upon the Register, is, therefore—

$$62.2 + 65 + 78 + 67 + 76.66 = 348.86. \quad \frac{348.86}{5} = 69.77.$$

NON-COMPETITIVE EXAMINATIONS UNDER RULE 20.

In case the necessity shall exist at any office or Department for holding a non-competitive examination under Rule 20, the following conditions shall be observed:

30. The Commission shall be immediately notified of such necessity and of the grounds thereof, showing that it is impracticable to supply in due season for any appointment the names of persons who have passed a competitive examination by reason of the failure of competent persons to attend and be examined, or the prevalence of contagious disease, or other sufficient cause.

31. If the Commission shall not disapprove the holding of a non-competitive examination, the Secretary of the Commission at Washington, or of the Examining Board for any post-office or customs district, shall notify

for such examinations any persons whose names may be on the record, as applicants for places analogous to those to be filled, and whom the exigency of time may allow to be notified, not less in number than the vacancies and places to be provided for, nor more than four for each of them.

32. If the number of applicants on the record be insufficient to furnish such supply, then the Examining Board, or in its absence the Secretary, may notify other suitable persons, nominated by said Board or Secretary, upon consultation with the head of the office, who, taken together with said regular applicants notified, shall, if practicable, be not less in number than four to each place to be filled. The persons selected for appointment or employment shall be required to make oath to the proper application paper, before entering upon their official duties.

33. The non-competitive examination shall conform as nearly as practicable, in subjects, questions, and marking, to the competitive examinations of the same grade; but no person shall be appointed under such non-competitive examination whose average standing upon the first three subjects, clause 1, Rule 7, or such parts thereof as may be used, is less than 65 per centum; *Provided*, There are those who pass at or above that grade from whom the places can be filled.

34. The names of all the persons passing the examination shall be certified to the proper officer, and the existing vacancies shall be filled therefrom; but no person by reason of such non-competitive examination shall be appointed at any other time than during such exigency or to any other vacancy or place.

35. A record shall be kept by the local Examining Board, and by the Secretary of the Commission at Washington, of the persons thus notified, examined and appointed, or employed, and copies of notices and the examination papers shall be preserved; and said Board shall after each such examination and appointment make full report to the Civil Service Commission of all the facts.

36. In case a majority of the Commission may not be present, when an examination hereunder may need to be held at Washington, the same may be conducted under the charge of the chief examiner and any two members of the Board of Examiners.

SPECIAL EXAMINATIONS.

37. Special Boards of Examiners will, when deemed necessary, be designated by the Commission for the examinations in special and technical subjects under clause 5, Rule 7, and one or more members of each such Board will be selected from the office or bureau for which the Board is to serve. These special Boards shall be subject to the regulations prescribed by the Commission for the general Examining Boards as far as they are applicable, except as herein otherwise provided.

38. Applications for any special examination must be made in the form prescribed by the Commission, and must be accompanied by certificates as required in the case of ordinary applications. The minimum limitations of age shall be the same as those prescribed by Rule 12 for the several branches of the service, but no maximum limitations shall be required except such as the Commission may from time to time prescribe.

39. Whenever a special examination is to be held, notice in writing, specifying the time and place of the examination, shall be sent to a suitable number of the applicants, in the order of their application for the same, in time to allow their attendance.

40. Each special examination shall embrace the subjects approved by the Commission therefor, after consultation with the head of the office concerned or the Special Examining Board for such office; and shall, as far as appropriate, be conducted under the same general regulations, as to the marking of the examination papers and the grading of the persons examined, as those for ordinary examinations.

41. A special record of applicants and a special register of eligibles shall be kept for each part of the service or office requiring special examinations; and when the Commission, or the proper Examining Board, shall be notified by the appointing officer of a vacancy in such part of the service, certification shall be made to him of the names of the four persons graded highest on the special list of eligibles for the same, or of a less number, if four names do not remain thereon.

42. In case that competent special applicants do not apply, or do not appear for a competitive examination after suitable notice, a non-competitive examination may be held in as near conformity as may be to the regulations provided for non-competitive examinations for admission to the service. For such examination, applicants on the general Record, and persons on the general Register of Eligibles whose application papers claim the special knowledge required, may be notified, and if they appear shall be examined, as if special applicants; but no person so examined shall forfeit his right to the general examinations, or lose his place on any register of eligibles by reason of his special examination.

Adopted, December 10, 1883.

APPENDIX No. 4.
COMMISSIONERS, OFFICERS AND EXAMINERS.

Commissioners.

DORMAN B. EATON.
JOHN M. GREGORY.
LEROY D. THOMAN.

Chief Examiner.

CHARLES LYMAN.

Secretary.

WILLIAM S. ROULHAC.

Stenographer.

JOHN T. DOYLE.

Messenger.

MATHEW F. HOLLORAN.

Departmental Examiners, Washington, D. C.

WILLIAM H. WEBSTER, of Interior Department, *Chairman*.
A. M. JUDSON, of Treasury Department, *Secretary*.
SEVELLON A. BROWN, of State Department.
E. W. CLARK, of Treasury Department.
OLIVER W. LONGAN, of War Department.
T. K. SAILER, of Navy Department.
N. A. C. SMITH, of Post-Office Department.
M. L. HARRISON, of Post-Office Department.
F. L. CAMPBELL,* of Interior Department.
JAMES R. YOUNG, of Department of Justice.

Special Examiners, State Department.

SEVELLON A. BROWN.
THEO. F. DWIGHT.
FRANCIS J. KIECKHOFFER.

Special Examiners, Patent Office, Washington.

ROBERT G. DYRENFORTH.
SOLON W. STOCKING.
FRANKLIN A. SEELY.
PERRY B. PIERCE.
CHARLES J. KINTNER.

Special Examiners, Pension Office.

OTIS G. P. CLARKE.
CALVIN B. WALKER.
ABIEL W. FISHER.

* Weston Flint, appointed January 21, 1884, to succeed F. L. Campbell, resigned.

EXAMINING BOARDS.*AT CUSTOM-HOUSES.***BALTIMORE, MD.**

HERNY R. TORBERT.
 THOMAS S. PLUMMER.
 JOHN P. CARTER.
 JOHN R. FELLMAN.
 CHARLES L. WILSON.

BOSTON, MASS.

JOHN M. FISKE.
 FREDERICK GRANT.
 GEO. O. DAVIS.
 GEORGE C. JOSLIN.
 HENRY SHERWIN.

BURLINGTON, VT.

JOHN A. ARTHUR.
 JERRY E. DICKERMAN.
 JOHN F. RICHARDSON.

CHICAGO, ILL.

AUGUSTUS S. CAMPBELL.
 FRANK C. GREENE.
 CHARLES D. STONE.

DETROIT, MICH.

H. C. CHRISTIANCY.
 WILLIAM A. GAVETT.
 F. A. BLADES.

NEW ORLEANS, LA.

GEORGE L. BLOOMFIELD.
 J. M. HOLLAND.
 F. W. GIBSON.
 T. G. TRACEY.
 JOHN WEBER.

NEW YORK, N. Y.

JOHN M. COMSTOCK.
 NELSON G. WILLIAMS.
 CYRUS A. STEVENS.
 HENRY D. STANWOOD.
 CHARLES W. MUSGRAVE.

PHILADELPHIA, PA.

WILLIAM D. SMITH.
 GEORGE W. SILVIS.
 H. B. GEISSINGER.
 WILLIAM GAW, JR.
 THOMAS R. EVANS.

PORT HURON, MICH.

FRANK WHIPPLE.
 EDGAR G. SPALDING.
 GEORGE G. VAN ALSTINE.

PORTLAND, ME.

DAVID MOULTON.
 CHARLES W. ROBERTS.
 HORATIO HIGHT.
 FRANKLIN SAWYER.

SAN FRANCISCO, CAL.

J. FRANK MILLER.
 CHARLES C. LEAVITT.
 JOHN PATTISON.
 NATHAN B. HOYT.
 H. F. COOPER.

AT POST-OFFICES.

ALBANY, N. Y.

JOSEPH D. CRAIG.
A. D. SANDFORD.
C. H. ZEILMAN.

BALTIMORE, MD.

MILO V. BAILEY.
WILLIAM H. H. SULTZER.
SYDNEY ADAMS.

BOSTON, MASS.

CHARLES SOULE.
E. S. BARKER.
ALBERT T. STAHL.

BROOKLYN, N. Y.

CHARLES B. MORTON.
WILLIAM B. HOPKINS.
LEWIS E. WIEBE.

BUFFALO, N. Y.

A. G. MILLER.
CHARLES H. DOBBINS.
WILLIAM GRASER.

CHICAGO, ILL.

M. J. McGRATH.
E. P. UPHAM.
W. D. RAWLINS.

CINCINNATI, OHIO.

ALONZO BURT.
JOSEPH W. KAHLER.
WILBUR DU BOIS.

CLEVELAND, OHIO.

ROBERT HARDING.
A. J. WILLIAMS.
L. M. OVIATT.

DETROIT, MICH.

FREDERICK WOOLFENDEN.
STEPHEN A. GRIGGS.
CHARLES F. SWAN.

INDIANAPOLIS, IND.

P. C. TRUSLER.
R. C. CRAFT.
DAVID M. ELLIOTT.

KANSAS CITY, MO.

ROBERT C. VAN HORN.
WILLIAM H. ROGERS.
W. H. R. LYKINS.

LOUISVILLE, KY.

E. S. TULEY.
HENRY A. CHITTENDEN.
JOHN HENSELER.

MILWAUKEE, WIS.

HAMILTON SHIDY.
JOHN L. KAINE.
JEROME B. JOHNSON.

NEWARK, N. J.

THEODORE F. MERCER.
EDWARD T. CONE.
CHARLES HUEBNER.

NEW ORLEANS, LA.

JOHN H. H. TAYLOR.
C. A. TESSIER.
HENRY J. CARTER.

NEW YORK, N. Y.

E. PERRY JONES.
EDWIN B. GROVE.
EDWARD S. POST.

PHILADELPHIA, PA.

EDWIN A. BARBER.
DUDLEY W. BURCHARD.
FRANCIS A. DAVIES.

PITTSBURGH, PA.

ROBERT OSTERMAIER.
STEPHEN COLLINS.
T. A. BLACKMORE.

PROVIDENCE, R. I.

WILLIAM D. BRAYTON.
CHARLES H. WILLIAMS.
GEORGE M. KENDALL.

ROCHESTER, N. Y.

W. SEWARD WHITTLESEY.
WILLIS G. MITCHELL.
GEORGE F. LODER.

SAINT LOUIS, MO.

J. B. HARLOW.
WARREN P. EDGARTON.
JOHN H. COOKSON.

SAN FRANCISCO, CAL.

WILLIAM C. DOUGHERTY.
BARLOW DYER.
DANIEL S. RICHARDSON.

WASHINGTON CITY.

SEYMOUR W. TULLOCK.
JAMES E. BELL.
H. P. SPRINGER.

APPENDIX No. 5.

The questions below are an example of those used in the grades which fall under the 1st and 4th clauses of Rule 7, known respectively as the general and limited examinations. They are a fair sample of all those used in those grades. It is at one or the other of those grades that fully 95 out of every 100 applicants have been examined under the rules. The questions are frequently varied, indeed almost at every examination, without materially changing their grade, and there are special adaptations of them to various places in the postal and customs offices. For the sake of brevity the ample spaces for the answers on the examination papers are omitted.

GENERAL EXAMINATION UNDER CLAUSE 1 OF RULE 7.

FIRST SUBJECT.

Question No. 1. One of the examiners will distinctly read (at a rate reasonable for copying) fifteen lines from the Civil Service Law or Rules, and each applicant will copy the same below from the reading as it proceeds.

Question No. 2. Write below, at length, the names of fifteen States and fifteen cities of the Union.

Question No. 3. Copy the following, which is section five of the civil service act, in the blank below:

SEC. 5. That any said commissioner, examiner, copyist, or messenger, or any person in the public service who shall willfully and corruptly, by himself or in co-operation with one or more other persons, defeat, deceive, or obstruct any person in respect of his or her right of examination according to any such rules or regulations, or who shall willfully, corruptly, and falsely mark, grade, estimate, or report upon the examination or proper standing of any person examined hereunder, or aid in so doing, or who shall willfully and corruptly make any false representations concerning the same or concerning the person examined, or who shall willfully and corruptly furnish to any person any special or secret information for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed, employed, or promoted, shall for each such offense be deemed guilty of a misdemeanor, and upon conviction thereof, shall be punished by a fine of not less than one hundred dollars, nor more than one thousand dollars, or by imprisonment not less than ten days, nor more than one year, or by both such fine and imprisonment.

SECOND SUBJECT.

Question 1. Multiply 307968 by 490875 and divide the product by 307968. Write in full the operation.

Question 2. Divide three-fourths of eight-ninths by one-seventh of three-fifths and subtract one-seventh from the quotient.

Question 3. Divide one thousand and eight and three one thousandths by three and eight one hundredths, expressing the process in decimal fractions.

Question 4. The compensation of a clerk, beginning June 30, was \$133.33 a calendar month. On the first of October his salary was increased 15 per cent., and so remained until June 1, when it was increased a further amount of three per cent. on the original salary. What was the whole amount payable to the clerk for the year?

Question 5. A commissary suddenly forced to change quarters had on hand 980 bushels of wheat which cost 80 cents per bushel. He sold six per cent. of it at a loss of four per cent. and four per cent. of it at a loss of three per cent. How much was the whole loss incurred by the sale?

THIRD SUBJECT.

Question 1. A note for \$2,647.34 is payable eleven months from date with interest at $3\frac{1}{2}$ per cent. What will be the amount due on the note at maturity? Give all the figures in the operation.

Question 2. A disbursing agent failed, owing the Government one item of \$308.45, another of \$2,901.02. The Government agreed to make a discount of 13 per cent. on the first item and $11\frac{1}{2}$ per cent. on the second. How much was payable under the agreement?

Question 3. June 30, 1880, A gave B a note for \$1,005 payable July 4, 1882, with interest at 4 per cent. May 1, 1882, A paid \$235. What was the amount of principal and interest due B when the note matured?

Question 4. A contractor furnished the Government articles as follows: June 8, 1880, 300 barrels of flour at \$4.50 a barrel, and July 6, 1880, 187 yards of carpet at \$1 a yard. August 4, 1880, 1,000 yards of carpet at 87 cents a yard. The Government paid on account as follows: June 12, 1880, \$1,000; July 10, 1880, \$100; August 4, 1880, \$500. State the dealings between the parties in the form of a debit and credit account, showing the balance due.

FOURTH SUBJECT.

Question 1. Give a definition as full as the space will allow of (1) a verb; (2) a noun; (3) an adverb; (4) an adjective; (5) a preposition; (6) a conjunction; and of (7) the phrase, "the grammar of the English language."

Question 2. Write a letter, addressing it to the President and giving your views, as far as you are willing to express them, in regard to the duties and responsibilities of an officer in the public service which you seek to enter. Let it fill, as nearly as may be, the following space.

FIFTH SUBJECT.

Question 1. Which States extend to or border on the sea or tide water? What is the capital of each of said States?

Question 2. What is meant in our history, (1) by the Colonial period; (2) by the Continental Congress; (3) by the Declaration of Independence; (4) by the Emancipation Proclamation? Let your answers, as nearly as may be, fill this blank.

Question 3. State in general terms, but as particularly as the space below will permit, what are the authority and functions of (1) the Congress of the United States; of (2) the Supreme Court of the United States; of (3) the President of the United States; and give the names of each of the Executive Departments at Washington.

LIMITED EXAMINATION UNDER CLAUSE 4 OF RULE 7.

First subject same as in examination under Clause 1.

SECOND SUBJECT.

DIRECTION.—In case the examiners think that any of the following examples may have been seen by the applicants, they can in the first strike out a line of the figures, and, in the others, change some of the figures without altering the grade of the question.

Question 1. Add the following: Question 2. Find the difference

64379582	between the following numbers:	
28597346		905127038624
91731625		605138759928
52613719		<hr/>
26598421		
53679713		
83576532		
62985274		
79365497		

Question 3. Subtract ten thousand one hundred dollars and six cents from one hundred thousand and seven dollars and five cents, giving all the figures required in the operation.

Question 4. Multiply 7089 by 983.

Question 5. Divide 368506 by 375.

Question 6. When board costs three dollars and seventy-six cents per week what will it cost from March 15 to July 4th?

Question 7. How many times is 17 cents contained in ten thousand dollars and ten cents?

Question 8. There are seven hundred and three dollars to be divided between nine men and three boys. The boys are to have twenty-five dollars and five cents each, the residue is to be equally divided among the men, what is each man's share? Give all the figures involved in the solution.

APPENDIX No. 6.

The following tables show the statistics of the examinations in the three branches of the classified service. These considerations should be borne in mind in considering them:

1. That the ratio of those who fail to those who succeed is likely to be much less when the grade of questions shall be better understood; for the more incompetent will see they have little chance of succeeding. Besides, a better class has appeared at each succeeding examination.

2. It was necessary in the outset to examine a large number to make sure of having those competent to fill every variety of vacancy. Many appointments may be now made without further examinations. The excessive number examined from the District of Columbia was the result of conforming to a rule having an unanticipated effect, which has been since amended.

3. In regard to education, the records of the Commission are defective in not showing how long those who have been at an academy or college have remained at either, nor how many are graduates. If a person has been but a month at an academy or college, he is put under the head of those institutions. The habit of calling so many schools academies, and so many academies colleges, helps to make this unavoidable classification the more misleading.

Table showing numbers of examinations, number of those examined, passed, appointed, age, education, &c., in the Departmental service, Washington.

States, Territories, and District of Columbia.	Number examined.	Male.	Female.	Average age.	Education.			Number passed at 65 per cent. or over.	Number appointed.
					Common school.	Academy.	College.		
Alabama.....	4	2	2	42	2	2	.....	2	.....
Arizona Territory.....	1	.....	1	33	.....	1	.....	1	.....
California.....	7	6	1	30	2	2	3	5	1
Colorado.....	4	2	2	37	1	3	.....	2	.....
Connecticut.....	9	3	6	29	4	2	.....	3	1
Dakota Territory.....	2	1	1	29	1	1	.....	1	.....
District of Columbia.....	125	54	71	25	48	53	24	74	3
Delaware.....	1	.....	1	25	1	.....	.....	1	.....
Florida.....	2	.....	2	36	.....	1	1	1	.....
Georgia.....	3	2	1	25	.....	1	2	.....	.....
Illinois.....	24	16	8	31	4	6	14	15	4
Indiana.....	40	29	11	26	15	12	18	18	2
Indian Territory.....	1	1	.....	30	.....	1	.....	.....	.....
Iowa.....	3	2	1	23	1	1	1	3	1
Kansas.....	15	13	2	32	7	2	6	9	2
Kentucky.....	21	16	5	28	4	7	10	13	2
Louisiana.....	6	3	3	34	2	4	.....	3	.....
Maine.....	14	10	4	26	2	11	1	11	2
Maryland.....	66	40	26	26	13	35	18	44	3
Massachusetts.....	36	27	9	30	6	17	18	26	1
Michigan.....	18	12	6	28	3	10	5	10	3
Minnesota.....	7	5	2	36	3	.....	4	4	.....
Mississippi.....	4	3	1	30	2	1	1	1	.....
Missouri.....	15	11	4	34	10	4	1	7	2
Nebraska.....	1	.....	1	25	.....	1	.....	.....	.....

Table showing numbers of examinations, number of those examined, passed, appointed, age, education, &c.—Continued.

States, Territories, and District of Columbia.	Number examined.	Male.	Female.	Average age.	Education.			Number passed at 65 per cent. or over.	Number appointed.
					Common school.	Academy.	College.		
New Hampshire	6	2	4	35	—	6	—	3	1
New Jersey	16	7	9	28	5	9	2	10	2
New York	94	65	29	26	20	54	20	50	5
North Carolina	38	28	12	27	2	24	12	19	1
Ohio	64	45	19	32	20	27	17	42	4
Pennsylvania	42	30	12	30	10	22	10	23	5
Rhode Island	6	4	2	42	5	1	—	1	1
South Carolina	13	11	2	24	1	6	6	9	1
Tennessee	4	1	3	31	2	2	—	3	—
Texas	3	1	2	36	—	3	—	3	—
Vermont	5	1	4	28	2	3	—	4	1
Virginia	87	21	16	32	9	22	6	24	2
Washington Territory	1	—	1	40	—	—	1	1	—
West Virginia	19	13	6	30	7	6	6	10	1
Wisconsin	7	6	1	32	3	3	1	5	2
Total	784	491	293	32	217	366	201	459	53

Table showing numbers of examinations, the number examined, and of those who passed, were appointed, their age, education, &c., in the customs service.

Customs districts in which ex- aminations were held.	Number of examina- tions.	Number examined.	Average age.	How educated.				Number passed at 65 per cent. and over.	Number appointed.				
				In common schools.	In academies.	In college.	In business colleges.		Clerks.		Inspectors.	Night inspect- ors.	Total.
									Males.	Females.			
Baltimore	2	52	35	34	8	9	1	36	.....	.....	1	1	2
Boston	5	83	36	51	7	11	7	46	2	1	.....	.....	3
Burlington	1	4	28	3	.....	.....	1	4	.....	.....	.....	.....	.....
Chicago	2	52	36	29	12	9	2	28	2	.....	11	.....	13
Detroit	1	12	38	7	2	3	.....	7	.....	.....	.....	.....	.....
New Orleans	2	73	33	55	20	6	2	32	1	.....	.....	.....	1
New York	7	349	34	191	111	47	*13	173	11	.....	6	†4	21
Philadelphia	1	43	35	27	5	4	7	24	4	.....	.....	.....	21
Port Huron	1	9	37	6	2	.....	1	9	3	.....	.....	.....	3
Portland	2	63	36	39	15	3	6	42	.....	.....	14	.....	14
San Francisco	3	77	33	62	6	9	.....	65	1	.....	4	3	8
Totals	27	817	34+	504	188	101	†40	466	24	1	36	8	69

* Included in other classes.

† Including 1 drug examiner.

‡ 13 included in other classes.

Table showing numbers of examinations, of those examined, and of those who passed, were appointed, their age, education, &c., in the post-offices.

Post-offices at which examinations have been held.	Number of examinations held.	No. of applicants examined.				Average age.		How educated.				Number attaining an average of 65 per cent. or over.				Number appointed.			
		Clerks.				Clerks.	Carriers.	In common schools.				Clerks.				Clerks.			
		Males.	Females.	Carriers.	Total.			In common schools.	In academies.	In colleges.	In business colleges.	Males.	Females.	Carriers.	Total.	Males.	Females.	Carriers.	Total.
Albany.....	4	22	1	15	37	27	28	29	5	2	1	15	1	7	22	2	1	2	2
Baltimore.....	4	16	1	40	57	52	29	49	9	1	4	12	1	19	19	1	1	2	2
Boston.....	56	5	28	89	27	28	29	34	2	2	2	29	4	16	49	5	4	4	9
Brooklyn.....	16	20	36	52	27	27	28	31	1	1	1	11	1	9	20	1	1	6	6
Buffalo.....	85	35	70	37	28	27	28	54	12	1	3	20	1	19	38	5	2	2	7
Chicago.....	51	14	92	157	27	27	27	124	7	12	14	37	10	44	81	11	30	41	1
Cincinnati.....	40	8	83	131	29	29	29	101	10	14	6	27	7	57	91	13	10	23	1
Cleveland.....	62	2	62	127	30	30	30	107	16	8	3	33	3	33	69	1	15	16	1
Detroit.....	29	20	28	77	22	22	22	54	8	13	13	18	16	11	45	3	1	7	11
Indianapolis.....	11	1	7	19	34	27	7	7	7	3	3	9	1	2	12	1	1	2	1
Kansas City.....	15	2	12	29	25	25	25	20	5	5	3	12	1	4	17	6	3	9	1
Louisville.....	14	20	38	62	26	27	27	46	5	8	3	12	14	23	49	3	1	4	8
Milwaukee.....	10	19	22	51	24	23	23	51	1	1	1	6	14	10	30	3	6	9	1
Newark.....	19	1	20	40	25	25	25	34	5	1	1	15	1	5	20	2	1	3	1
New Orleans.....	3	31	43	26	100	26	26	65	26	7	1	12	15	13	40	7	2	6	15
New York*.....	12	163	113	276	23	27	27	241	15	18	2	114	60	174	73	85	109	20	20
Philadelphia.....	2	30	8	103	27	29	29	111	14	6	4	10	1	51	62	20	20	2	2
Pittsburgh.....	2	33	13	12	58	33	31	42	10	2	4	28	13	4	45	4	4	8	1
Providence.....	3	12	2	7	21	26	23	19	1	1	1	4	2	4	10	1	1	2	1
Rochester.....	3	4	1	13	18	21	26	12	3	3	3	5	1	6	12	1	1	2	1
San Francisco.....	3	22	20	84	126	29	26	89	11	4	22	21	18	70	109	1	1	27	29
Saint Louis.....	8	52	9	77	138	26	28	125	6	4	3	19	6	30	55	7	2	17	26
Washington City.....	3	40	14	32	86	25	26	56	13	15	2	23	8	19	50	12	2	14	1
Totals.....	.....	721	199	897	1,941	25	30	1,551	184	113	90	482	135	502	1,119	163	8	201	372

* There were also 76 persons examined for porters, of whom 41 passed, and of that number 22 have been appointed.

The whole number examined for the departmental, customs, and postal service has been 3,542.

The number passed at 65 per centum or over has been 2,044.

The number examined having only a common school education has been 2,272.

The number appointed to the service from July 16, 1883, to January 16, 1884, of those examined has been 516.

The average age of all those examined has been thirty-one years.

APPENDIX No. 7.

Statement showing (1) the number of officers in the several Executive Departments at Washington appointed by the President and confirmed by the Senate, (2) the number not subject to confirmation, whose compensation exceeds \$1,800 per annum, and hence not embraced in the classified service, and (3) the number excepted from examination under Rule XIX.

Names of Departments.	Number appointed by the President and confirmed by the Senate.	Number whose salary exceeds \$1,800, and hence not in classified service.	Number excepted under Rule XIX.	Total.
State Department.....	4	7	4	15
Treasury Department.....	81	112	40	133
War Department.....	1	17	25	43
Navy Department.....	10	8	8	26
Interior Department.....	20	111	35	166
Post-Office Department.....	3	21	20	44
Department of Justice.....	7	12	8	27
Total	76	283	135	494

Whole number classified in the Departments, 5,663.

APPENDIX No. 8.

The following is the fourth section of the civil service act of the State of New York passed in 1883. (See New York Laws, 1883, chap. 354.)

Whoever, while holding any public office or in nomination for, or while seeking a nomination or appointment for any office, shall corruptly use, or promise to use, whether directly or indirectly, any official authority or influence (whether then possessed or merely anticipated) in the way of conferring upon any person in securing any office or public employment, or any nomination, confirmation, promotion, or increase of salary, upon the consideration or condition that the vote or political influence or action of the last named person, or any other, shall be given or used in behalf of any candidate, officer, or party, or upon any other corrupt condition or consideration, shall be deemed guilty of bribery or an attempt at bribery. And whoever being a public officer, or having or claiming to have any authority or influence for, or affecting the nomination, public employment, confirmation, promotion, removal, or increase or decrease of salary of any public officer, shall corruptly use, or promise or threaten to use any such authority or influence, directly or indirectly, in order to coerce or persuade the vote or political action of any citizen, or the removal, discharge, or promotion of any officer or public employé, or upon any other corrupt consideration, shall also be guilty of bribery or of an attempt at bribery. And every person found guilty of such bribery or of an attempt to commit the same, as aforesaid, shall, upon conviction thereof, be liable to be punished by a fine of not less than one hundred dollars nor more than three thousand dollars, or to be imprisoned not less than ten days nor more than two years, or to both said fine and said imprisonment in the discretion of the court.

The phrase "public officer" shall be held to include all public officials in this State whether paid directly or indirectly from the public treasury of the State or from that of any political division thereof, by fees or otherwise, and the phrase "public employé" shall be held to include every person not being an officer who is paid from any said treasury.

APPENDIX No. 9.

DEPARTMENT OF STATE,
Washington, February 13, 1884.

To the President:

The civil-service act adopted by Congress in close conformity with the recommendations of your annual messages has not been in operation long enough, and there have not been a sufficient number of vacancies, to permit forming a critical judgment of its working.

But within my observation the change has produced and promises most satisfactory results.

There should be no doubt that the class of applicants who may pass with success the examination required will be fitted for the duties of this Department. Moreover, the pressure of office-seekers and of those recommending them has ceased to tax attention needed for public affairs.

I have no doubt that continued experience gained in the application of the civil-service law will demonstrate its great utility.

I have the honor to be, very respectfully, your obedient servant,
FRED'K T. FRELINGHUYSEN.

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
Washington, D. C., February 13, 1884.

To the President:

SIR: I have the honor of stating that having been asked to submit the views of this Department upon the workings of the civil service act lately enacted, and of the rules promulgated thereunder, I have the honor of presenting the following:

Premising that the number of clerks appointed has as yet been few, and that the probationary term for them has not yet expired, I have to say that thus far the appointments have brought into the public service persons who are up to the average capacity and character, though I am not able to say that they are above it. I am not able to say that there has been developed in the body of the clerks and officers in subordinate position any more energy in the discharge of duty and desire to improve in the ability therefor. Yet I do not mean that it shall be implied from this that there has been heretofore or now a lack in these particulars.

It is beyond doubt that the solicitation for appointments in the Department to places within the classified grades has almost entirely ceased, and is kept up only rarely, and from ignorance that the law has taken power to gratify from the Department; and as a necessary consequence there has been a saving of time to those connected with the appointments to office.

I am not able to say that it will be any more practicable to dismiss from service those who have come into it from a civil service examination, than those who have come into it from personal recommendation or application and by an examination under the former rules of this Department.

There has not been in this Department much pressure for removal of worthy persons, so that other persons, perhaps not worthy, might be

brought into vacant places. So little has there been of that that I am not able to say that it existed to such an extent as to attract my notice to a cessation of it.

In general, I am able to say, that the civil service act, in my judgment, if wisely administered, [would] work beneficially. I do not anticipate that the character, capacity, and efficiency of the clerks obtained will be, on the whole, greater than it was under the system which it has supplanted. There were instances in which that system failed to bring forth a good clerk. There will be, for there are, instances in which the new act has made the same failure. The old system, by its requirement of a preliminary examination, and personal observation of the result thereof, kept out of the service many incompetent persons. The new system will do the same. The merit of the latter is this: that whereas under the former system the applicant was brought to the notice of the appointing power by the special application of some one having an especial interest in him, now it is open to every one, on his own motion, without any favor sought, to offer himself as a competitor, and, if meritorious, to succeed; though I must state one drawback from this, which arises from that provision of the law requiring a proportionate distribution of the appointments among the States and Territories. Consequent upon this, merit is the relief afforded to persons in official or influential position from the importunity of seekers and their friends.

The result is, from my observation of the workings of the law, that it is calculated to be of public benefit.

Very respectfully,

CHAS. J. FOLGER,
Secretary, &c.

WAR DEPARTMENT,
Washington City, February 12, 1884.

To the President:

In response to your verbal inquiry, I have the honor to state that since the going into effect of the civil service law, all appointments in the classified service in this Department have been made under its provisions, and are up to this time twenty-seven in number.

Reports made to me by the chiefs of the Bureaus in which the clerks thus appointed have been employed are to the effect that the persons appointed, omitting several whose appointments are so recent that they have either not reported for duty or have only been at their posts a few days, have proved competent and efficient in the discharge of the duties assigned to them, and have given entire satisfaction. The number of clerks in the classified service of this Department is so great that it could not be expected that those appointed under the civil service law up to this time, however excellent they might be, would have any special influence noticeable in the general working of the Department.

The result of the operation of the law most apparent to myself is the cessation of personal applications for appointments of this character, which, before this law became operative, compelled the head of the Department to give up no inconsiderable portion of each day to their consideration. The benefit of the law in this regard is very great.

I have the honor to be, very respectfully, your obedient servant,
ROBERT T. LINCOLN.

NAVY DEPARTMENT,
Washington, February 13, 1884.

To the President :

I have the honor to state that the good effect of the law in preventing pressure for places, and in giving heads of Departments, Bureaus, and offices their time for the performance of their duties, has been manifest throughout the public service.

Some difficulty has evidently been experienced by the Commission in furnishing sufficiently good material for clerkships, owing to the reluctance of the most competent aspirants to apply for and submit themselves to dreaded examinations, which in the present crowded condition of the larger Departments they have not been confident would be followed by appointments. This reluctance may have led the Commission to adopt too low rather than too high a standard of eligibility in passing upon such applicants as have appeared, and may account for the inferiority of some who have been certified for appointment. But such cases are unquestionably exceptional. The hesitancy of applicants will soon disappear, and the system, after it is fairly and fully in operation, will certainly supply the best men for the duties of the places to be filled. It is too early to form a positive opinion based upon experience concerning its merits or permanent success, and the Navy Department, with a small force of clerks and few vacancies, has had little connection with its workings.

But I believe that the experiment should be persevered in, that it will grow stronger in its actual benefits to the Governmental service and in public favor, and that it should be fairly and cordially sustained by the Executive and Congress.

I am, sir, with great respect, your obedient servant,
WM. E. CHANDLER,
Secretary of the Navy.

POST-OFFICE DEPARTMENT,
OFFICE OF THE POSTMASTER-GENERAL,
Washington, D. C., February 9, 1884.

To the President :

I have the honor to state that four capable and trustworthy clerks have been appointed in this Department of the \$1,000 grade, since the civil service law went into force.

The law has relieved the Department to a marked degree from the importunities of persons seeking positions or of those urging them for appointment.

So far as this Department is concerned, the results of the law have been satisfactory.

Yours, very respectfully,

W. Q. GRESHAM,
Postmaster-General.

DEPARTMENT OF JUSTICE,
Washington, February 8, 1884.

To the President :

In answer to your request, I will say that I do consider that the Civil-Service Commission of the United States has answered a most useful and necessary purpose. It has relieved the Department from

importunities and personal applications that were not only unpleasant to hear but that consumed a great deal of time, and it has advanced the public interest in many particulars. Employments that are clerical, and that can be filled by people because of their fitness and not because of their political attachments or associations or convictions, are bestowed upon worthy and suitable people.

Hereafter the persons who will present themselves for examination no doubt will be better than those who applied first. There was a general impression prevailing that the intention of the Commission was to exact an amount of technical knowledge, which was not usually possessed by ordinary people, and such as was within the immediate reach only of those who were engaged in technical studies. Intelligent, well-informed, and proper persons were deterred from presenting themselves, believing that they might be exposed to a scrutiny they could not meet, and which would result in a failure that would be mortifying. As soon as this conceit is dispelled persons of this character will come forward, and the standard of attainment will be higher; but even as it is, men of ordinary fitness are procured, and men of good character.

It has answered another good purpose. Oftentimes the pressure for employment was so great, through political interest, that not only unworthy persons were put forward, but worthy persons were sought to be removed from situations that they well filled, and to remove whom would have been a cruelty and a hardship.

In the Department of Justice there are not many clerks who come within the jurisdiction of the Commission. There has been but one selection made for that Department since the establishment of the Commission, and that person has only been recently selected, and he is under probation. The evidence of his fitness, as furnished to the Commission, and by it communicated to the Department, persuades me to think that this person will prove to be a good selection.

I have arrived at these conclusions in favor of the Commission, and its working, and its usefulness against my former notions. My knowledge of public service, and the proper method of appointing persons to it, was derived mainly from others, and they were persons who had large experience, and through a long life-time of political action had convinced themselves that the system of examination and the exclusion of politics from such appointments was romantic and fantastic. All of these preconceived notions I have abandoned. I have observed the influence of the system in its application to other Departments, and I have learned from others who have enjoyed its benefits enough to convince me that it will be a serious mistake to revoke the law, and readopt the old method.

As I said before, the Department of Justice has but few clerks who will come within the control of the Civil Service Commission; but I have no doubt that as to those few the Department will be benefited and the public service helped by the assistance that will be given to it by this Commission.

Acknowledging thus the necessity and eminent usefulness of the system, I have personally communicated with the Commission, through the Hon. Dorman B. Eaton, and informed them that I would always advise them of any appointment that I proposed to make, and endeavor to live strictly within the law and the rules that have been adopted, so that I might strengthen their hands and aid them in establishing upon a permanent footing this great and necessary reform in the public service.

I have the honor to be, with great respect,

BENJAMIN HARRIS BREWSTER,

Attorney-General.

DEPARTMENT OF THE INTERIOR,
Washington, February 12, 1884.

To the President :

I am asked to give my views as to the practical results of the selection of clerks under the provisions of "An act to regulate and improve the civil service of the United States."

Since the 16th day of July last I have not appointed any clerks or copyists in the Interior Department, although a number of vacancies have occurred in the various Bureaus of the Department. At that date there were employed in the Census Office about 175 clerks and copyists, of a superior order. Originally the entire force of the Census Office consisted of about eighteen hundred persons, and as the work advanced there was a necessary reduction in the force; very many were transferred to other Departments of the Government, and some were discharged. It was the rule of the Census Office to keep in its force the most valuable of its clerks, and when this force was reduced to 175 persons, it is doubtful whether there could have been found in the employment of this or any other Government more capable and trustworthy clerks than constituted that force. The careful training and judicious selection had left a very efficient and valuable force. I did not deem it advisable to allow a disciplined force of this character to be lost to the Government, and I therefore, whenever a vacancy occurred in the several Bureaus, anticipating the ultimate discharge of the census force, transferred from the Census Office to such vacancy. This I did with the approval of the Civil Service Commission. I am therefore not able to speak of the advantages of the method of selection provided for in the act over the old system. I have seen, however, a very perceptible diminution of the pressure on the Department for appointments, thus not only allowing the heads of Departments to devote their time to other purposes than that of listening to the importunities of applicants, but also saving Senators and members of Congress from the disagreeable duty of soliciting appointments at the demand of their constituents, even when they knew it was impossible for the head of the Department to comply with their requests.

While these are the only advantages I have seen of the system, I do not wish to be understood as saying that they are its only merits. I am of the opinion that a system of civil service, such as time and experience will enable the Government to perfect, based on the present system, will be of real advantage, and will result in an improved service in all Departments of the Government.

I think the system should have the hearty support of the Executive Departments of the Government.

Very respectfully,

H. M. TELLER,
Secretary.

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